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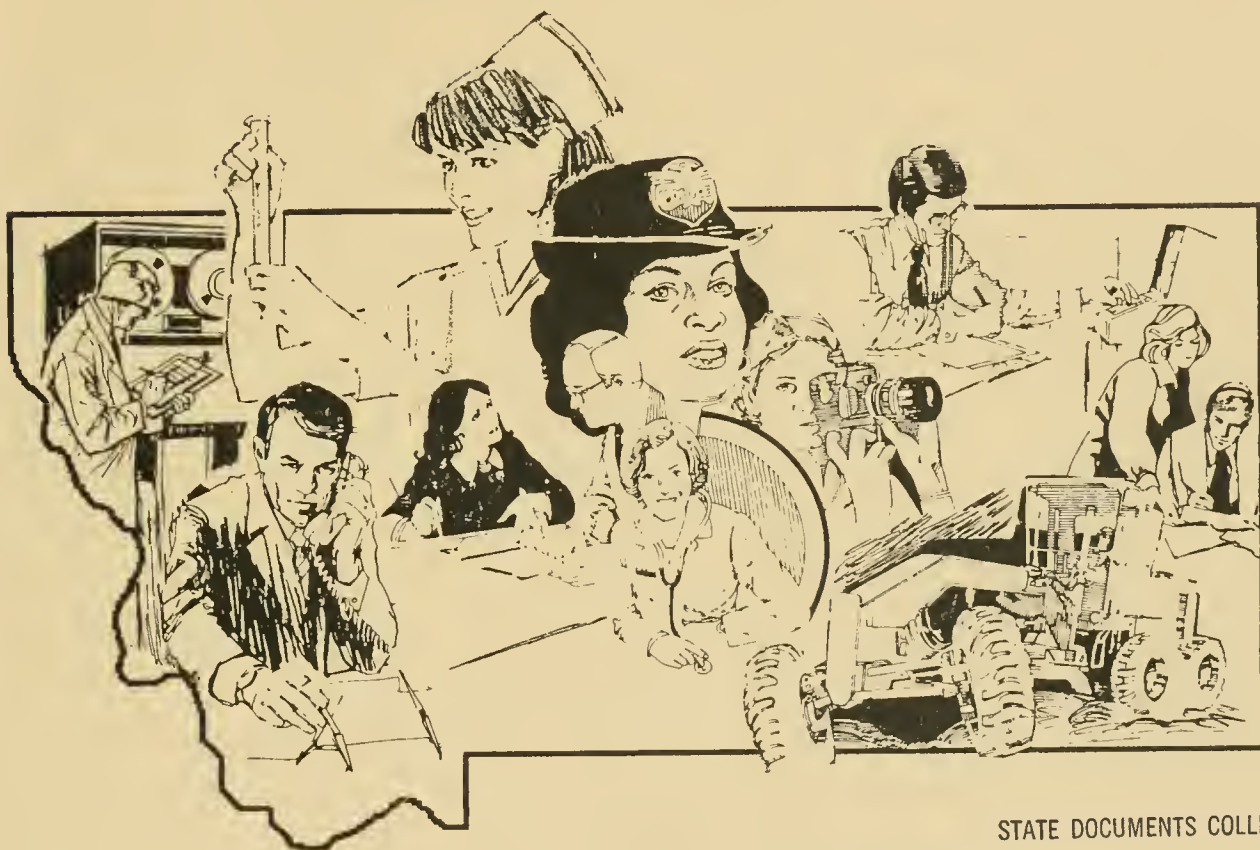
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## ...toward a standard of comparable worth



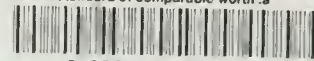
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### A Report To The Forty-ninth Legislature

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This report on the status of the standard of Comparable Worth in Montana State Government is being submitted to the forty-ninth legislature in compliance with 2-18-209, M.C.A. It was developed by the staff of the Department of Administration, State Personnel Division.

Ellen Feaver, Director  
Department of Administration

State Personnel Division Staff

Dennis M. Taylor  
Administrator

John McEwen, Chief  
Classification Bureau

Joyce Brown, Supervisor  
Research and Development Section  
(Primary Author)

Ron Wilson  
Esther Schneiter  
Linda Kaiser  
Lana Loughrie  
Gale Kuglin  
Personnel Specialists

Jeffrey Harriott  
Programmer/Analyst

Beverly M. Pickett  
Jean Knight  
Word Processing Operators

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# CHAPTER I

## OVERVIEW OF THE REPORT

### Introduction

During the 1983 session, the Montana State Legislature passed SB 425 (2-18-208 and 2-18-209, MCA) requiring the Department of Administration "in its continuous efforts to enhance the current classification plan and pay schedules, (to) work toward the goal of establishing a standard of equal pay for comparable worth by (1) eliminating in the classification of positions, the use of judgments and factors that contain inherent biases based on sex; and (2) comparing in the classification of positions, the factors for determining job worth across occupational groups whenever those groups are dominated by males or females."

The statute further requires the Department of Administration to "report to the legislature the status of the Study of the Comparable Worth Standard, and the extent to which Montana's classification plan and pay schedules adhere to or fall short of the standard of equal pay for comparable worth...(and) make recommendations to the legislature as to what impediments exist in meeting this standard" each session until the standard is met.

This report is submitted in compliance with 2-18-209, MCA. It assesses Montana state government's male/female wage gap and the factors which contribute to that gap including departures from a standard of equal pay for work of comparable worth. It recommends a variety of measures for overcoming impediments and improving the degree of employment and pay equity provided by the State.

This report does not include information on the relative worth of various state jobs or the extent to which any jobs are underpaid or overpaid with respect to their assessed worth. Such information can only be provided by a formal study which involves: (1) measurement of the relative worth (relative skill, effort, responsibility, etc.) of state jobs through application of a quantified job evaluation instrument; and (2) comparison of relative salaries to job evaluation points. The State of Montana has not satisfied the major prerequisite to such a study--an acceptable quantified job evaluation instrument.

This document is intended to provide reliable base line data for use in developing and assessing any legislative or program initiatives to further study and improve employment and wage equity in Montana state government.

## The Wage Gap

Chapter II discusses: 1) the wage gap that presently exists, 2) how much of that gap can be accounted for by differences in employee characteristics, and 3) how much of that gap can be accounted for by occupational segregation by sex and the effects of the state's classification and pay plans. Finally, the impact of Montana's pay setting practices on sex-segregated jobs is compared to that of other employers in order to assess undervaluation of female-dominant jobs.

Women employed by the state of Montana earn an average of 75% of the average salary for men or a difference of \$5,503. For the 90% of state employees covered by the general classification and pay plan, women earn an average of 74% of the average salary for men or an average salary difference of \$5,744.

## Employee Characteristics

Differences in the length of time men and women have worked for the state and differences in education and experience are possible causes of the wage gap, which the study analyzed. Longevity or uninterrupted service with the state is rewarded under the general classification and pay plan through annual step increases and with 5-year longevity increments. Men working for the state have an average of 7.74 years of uninterrupted state service and have earned 7.77 steps and 1.48 longevity increments. Women have an average of 4.4 years of uninterrupted service and have earned an average of 6.28 steps and .88 longevity increments.

Women have greater longevity in the lower grades (5-12), while men have greater longevity in the upper grades (13-20), except grade 20 where there is only one female employee. This pattern may be effected by the fact that the state pays above-the-market for most jobs in the lower grades and pays female-dominant jobs further above-the-market than male-dominant jobs providing women an incentive to remain with the state.

The average dollar value of male/female differences in longevity is \$847 per year, which represents 15% of the \$5,744 general schedule wage gap. (The actual average dollar value difference is \$1,761, which is effected by the concentration of women in lower grades where the value of a step and longevity increment is proportionately less.)

Data on the education and experience of state employees is being collected by the Payroll, Personnel, Position Control (P/P/P) system, but there is not adequate information at this time to analyze whether there are differences in education and experience between men and women working for the state or the impact of any differences.



This study assumes that differences in education and work experience between men and women account for no more of the Montana State wage gap than the national wage gap. Studies have found that these differences account for between 20% and 50% of the total national wage gap. Assuming that there is some overlap between the effect of differences in longevity with state government and differences in total work experience between men and women, a sizeable portion of the wage gap still remains to be explained.

### Job Segregation

An analysis of large, general schedule job classes, which represent both occupations and skill levels within occupations, shows that 79% of these classes are dominated by either men or women. Domination means having 70% or more of the same sex in a class. Men dominate 46% of the classes and women 33%.

Job segregation is most acute in the grades 4-11, where women dominate, and in the highest grades 16 and above, where men dominate. Grades 12-15 are populated by professional and high-level technical workers and show the least evidence of segregation by sex.

In Montana, like the nation, most women are found in different job classes than men. The more a class is dominated by women, the lower its pay grade is likely to be. Women hold 93% of clerical jobs, which have the lowest average grade, 7.4, and salary, \$13,354.

The relationship between the percentage of women in a class and pay grade may have two different causes:

1. Concentration of women in relatively lower skill/responsibility level jobs than those held by men due to societal attitudes, customs and restrictions on individuals before and after entering the labor market--requiring equal opportunity/affirmative action programs.
2. Undervaluing (undergrading) female-dominant jobs with respect to their skill/responsibility level as a result of biases, either organizational biases or imported labor market biases--requiring comparable worth adjustments.

Concentration of women in relatively lower skill/responsibility level jobs appears to account for a substantial portion of the wage gap. Women hold 31% of professional and managerial jobs while they hold 58% of non-professional, non-managerial jobs in Montana state government. Most people and most job evaluation instruments consider the average professional and managerial job to be at a higher skill and responsibility level than the average non-professional, non-managerial job. In Montana the average pay for this group is \$22,943, while the average pay for non-professional, non-managerial jobs is \$15,557.

If all else is constant, the fact that women hold only 31% of professional-managerial jobs, and 58% of non-professional/non-managerial jobs produces a 10% wage gap (40% of the total 25% wage gap). This gap can be corrected by programs to provide women equal access to professional and managerial jobs involving greater skill and responsibility.

Meeting a comparable worth standard will correct wage disparities between jobs held predominately by men and those held predominately by women at the same skill and responsibility level. It will not correct the wage gap for jobs of different worth. Equal employment opportunity and affirmative action programs will continue to be needed, not to move women into jobs now held predominately by men per se, but to move them into the more highly-skilled and responsible professional and managerial jobs in which men currently predominate.

Undervaluing of jobs held predominately by women is another possible cause of the wage gap. The study compared information based on labor market statistics and examined the pay practices of Minnesota and Idaho, which are known as "comparable worth states." The comparison shows that Montana pays its female-dominant classes relatively more than all three of these groups and pays its male-dominant classes relatively less.

Figures indicate that Montana's current classification and pay practices go further in correcting any labor market inequities between male/female jobs than do those of the two states purported to have made the most progress to date in making comparable worth adjustments. These figures suggest that the pay equity differences in Montana are less than in other states. As a result, satisfying a comparable worth standard may be administratively and financially feasible.

### Separate Classification and Pay Plans

Teachers, physicians, blue collar employees and liquor store employees, about 10% of classified employees, are under separate classification and pay plans. From a comparable worth perspective, the blue collar plan is the most conflicting. All but 13 of the 717 employees are male and salaries are considerably higher than for the general schedule classifications at a comparable skill/responsibility level.

While there is good evidence that inequities exist between the separate, collectively-bargained blue collar, liquor store and teacher plan salaries on the one hand and the general classification and pay plan salaries on the other, employees under the separate plans have statutory rights to collectively bargain their own separate job classifications and pay rates. Any inequities must be reduced (1) through the

collective bargaining process; (2) by statutorily eliminating the separate pay plans; or (3) by raising other state employees pay and keeping the separate pay schedules static.

### Comparable Worth Approaches

In Chapter III, the concept of comparable worth is defined and various approaches to implementation of the concept are summarized. The discussion in this chapter focuses on the methods that have emerged to measure or determine the extent of a sex-based wage gap in a particular jurisdiction. A few examples of pay practice adjustments that have been proposed or implemented to address such a wage gap are reviewed. The chapter concludes with a brief summary of the legal status of the concept of comparable worth.

Comparable worth is defined as equal pay for jobs (including dissimilar jobs such as truck driver and secretary) which are of equivalent overall value to a given employer, regardless of the relative salaries such jobs receive in the surrounding labor market. This concept is not to be confused with the concept of equal pay for equal work which requires equal compensation for jobs that are essentially identical.

The perception that jobs dominated by women are undervalued because they are held by women stems from casual observation, case study and two types of formal studies -- "a priori" and "policy capturing."

One study method that has emerged in recent years to assess a sex-based wage gap, within a job evaluation system, seeks to identify the existing underlying values in the pay structure of an organization. This values identification process is referred to as "capturing" the pay policy. Thus, studies of this kind have been labeled policy capturing studies.

Formal policy capturing studies use regression analysis to empirically determine: (1) what factors (other than employee sex) contribute to the male/female wage gap, (2) what portion of the gap can be accounted for by these factors, and (3) what part remains that is the sex-based component.

A second more common study method (a priori method) makes use of a job evaluation system--a predetermined system of compensable job factors and factor weights reflecting their relative value. Jobs are evaluated and the worth of a job, by definition, is the degree to which it contains the various compensable factors or its job evaluation score.



Three conclusions may be drawn from studies done to date. First, comparable worth may be operationally defined as "the application of a single, bias-free, point-factor, job evaluation system within a given establishment, across job families, both to rank-order jobs and set salaries" (emphasis added). Second, a single, bias-free standard must be used to assess the worth of all jobs. Third, achieving freedom from bias is admittedly difficult and subjective and the standard of worth should be constructed from collective judgments of what is fair and equitable or derived from existing relationships and adjusted to eliminate biases.

Few states or local governments are at the stage of making pay adjustments based on comparable worth studies. Making pay adjustments requires numerous decisions to which there are no standard answers.

1. What pay line or points-to-dollars relationship to use.
2. Whether to adjust all classes or only female dominated classes.
3. Whether to bring adjusted classes all the way up to the pay line or only to within a given range.
4. Whether to decrease or freeze the wages of classes that are over their appropriate pay range.
5. How to phase-in adjustments and over what time period.
  - adjust worse cases first.
  - adjust all cases a certain percentage each year.

### Other Approaches

Chapter IV discusses the state's existing programs and activities designed to ensure fair and equitable treatment of all employees. The State Personnel Division administers the Equal Employment Opportunity/Affirmative Action program and the staff development and training program. The division's role in the EEO/AA program is to establish policies, rules and guidelines, approve EEO/AA plans developed by individual agencies, monitor activities and provide technical assistance. The Professional Development Center in the State Personnel Division emphasizes training in supervisory and managerial skills. These training activities are supplemented by agency training activities.

In the area of pay equity, Montana's current classification and pay system groups job classes into skill levels (grades) based on job content and establishes the same pay range for all classes in the

grade. Market rates are considered, not in setting salaries for individual job classes, but in setting salaries for entire skill levels. As a result of these pay practices and policies, at least some of the gender inequities believed to exist in the labor market have already been corrected.

The state's current job evaluation method can be improved to address concerns about its technical accuracy, understandability, and its precision in determining the grade assigned to a class. To address concerns with the current system, the State Personnel Division is working to convert to a quantitative job evaluation method.

### Impediments and Steps Towards Comparable Worth

Three major impediments have been identified to meeting a comparable worth standard in Montana: (1) arriving at agreement on the design of the job evaluation method to be used in assessing and correcting pay inequities; (2) cost; and (3) inter-pay plan inequities.

The Department of Administration recommends the following:

1. Develop and implement a single, bias-free point factor job evaluation system for Montana state government to systematically measure the worth of all jobs in the state service.
2. Eliminate inequities between the general schedule pay plan and other pay plans established through collective bargaining by legislative action and/or the collective bargaining process.
3. Avoid creation of any additional, separate classification and pay plans to limit inter-plan inequities and prohibit the transfer of positions from the general schedule to other plans.
4. Establish a process to hold state managers accountable for establishing and meeting realistic and measurable equal opportunity and affirmative action goals and timetables to correct underrepresentation of women and minorities--particularly in more responsible and skilled positions.
5. Continue a complete central staff development and training program, as well as agency training programs.
6. Require all agencies to submit education and experience data on each employee to the P/P/P system in order to assess how fairly the state system rewards female employees for their human capital.





## CHAPTER II

### THE MONTANA STATE GOVERNMENT MALE/FEMALE WAGE GAP

In the absence of a formal study that could more definitively examine Montana state government's male/female wage gap, only indications of the state's sex-equity posture can be described. This chapter discusses: 1) the wage gap that presently exists, 2) how much of that gap can be accounted for by differences in employee characteristics, and 3) how much of that gap can be accounted for by male/female occupational segregation and the effects of the state's classification and pay plans. Finally, the impact of Montana's pay setting practices on sex-segregated jobs is compared to that of other employers in order to assess undervaluation of female-dominant jobs.

#### State Wage Gap

Among the 90% of Montana state government's full-time employees who are under the general classification and pay plan, the average salary for women is 74% of the average for men--or \$5,744 less per year. When the other 10% of full-time employees, who are under separate pay plans, are included, women's salaries average 75% of the average for men--or \$5,503 less per year. (A small or non-existent male/female wage gap exists among full-time employees who are under separate pay plans since the range of salaries is much smaller.) Among all full-time employees, a 25% gap between average male and average female salaries exists.

#### The Effects of Employee Characteristics On The Wage Gap

##### Longevity

Differences in male/female longevity with the state may cause a portion of the wage gap. Nationally, recent entry of large numbers of women into the labor force as well as breaks in service for child rearing have been cited as contributing factors in male/female wage differences.

The general classification and pay plan rewards longevity through annual steps and 5 year longevity increments. To determine the extent to which differences in male/female longevity affect the general schedule wage gap, the following figures were calculated and compared:

TABLE 1

Average Male/Female Salary Differences by Pay Plan  
Permanent Full-Time Positions - Excluding the University System

	<u>Male</u>	<u>Female</u>	Difference - Favoring Male (Female) <u>Employees</u>
<u>All Employees</u>	(4,953)*	(3,869)	
Average Salary	\$22,300	\$16,797	\$5,503
Female salary as % of male salary - 75%			
<u>General Schedule</u>	( 4,163)	(3,740)	
Average Grade	12.7	9.6	3.10
Average Salary	\$22,494	\$16,750	\$5,744
Female salary as % of male salary - 74%			
<u>Blue Collar</u>	(704)	(13)	
Average Salary	\$20,998	\$18,952	\$2,046
Female salary as % of male salary - 90%			
<u>Retail Clerks</u>	(44)	(74)	
Average Salary	\$16,644	\$16,510	\$ 134
Female salary as % of male salary - 99%			
<u>Physicians</u>	(9)	(2)	
Average Salary	\$59,446	\$61,723	(\$2,277)
Female salary as % of male salary - (104%)			
<u>Teachers 9-Month</u>	(12)	(8)	
Average Salary	\$16,328	\$17,969	(\$1,641)
Female salary as % of male salary - (110%)			
<u>Teachers Institutions</u>	(12)	(13)	
Average Salary	\$21,885	\$19,073	\$2,812
Female salary as % of male salary - 87%			
<u>21 Pay Period</u>			
<u>Teachers - Deaf and Blind</u>	(1)	(2)	
Average Salary	\$24,529	\$20,777	\$3,752
Female salary as % of male salary - 85%			
<u>26 Pay Period</u>			
<u>Teachers - Deaf and Blind</u>	(8)	(17)	
Average Salary	\$18,608	\$18,524	\$ 84
Female salary as % of male salary - 99.54%			

\* Number of Employees

1. The average number and average dollar value of "longevity based steps"\* earned by full-time male and female employees in each grade and the average dollar value of the differences.
2. The average number and average dollar value of longevity increments earned by full-time male and female employees in each grade and the average dollar value of the difference. See Table 2.

The figures in Table 2 indicate that the average longevity of full-time, permanent male employees is slightly greater than that of full-time, permanent female employees. Male employees have earned 7.77 steps and 1.48 longevity increments. Female employees have earned 6.28 steps and .88 longevity increments.\*\*

Interestingly, women have greater longevity than males in all the lower grades (5-12), while men have greater longevity in all the upper grades (13-20), (except grade 20, which has only one female employee). This pattern may be due to the fact that the state pays above the market for most jobs in the lower grades, and pays female-dominant jobs further above the market than male-dominant jobs. Employees in those lower grade jobs are, consequently, provided greater incentive to stay with the state.

The actual average dollar value of the difference in male/female longevity is \$1,761 per year. This difference is affected by the concentration of women in lower grades where the value of a step and longevity increment is proportionately less. To eliminate grade affects, differences were calculated on the presumption that all steps and grades are of the same value--their average value of \$487.50 per step and \$202 per longevity increment. Controlling for grade effects, the average dollar value of male/female differences in longevity is \$847 per year. This represents only 15% of the \$5,744 general schedule male/female wage gap.

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\* Only those employees who have received regular annual step increases are included to eliminate those cases in which steps were gained or lost on some basis other than longevity.

\*\* The number of steps and number of longevity increments do not completely correspond because of variations in anniversary date calculations and the fact that they were calculated on slightly different populations. Only those employees whose steps correspond to their anniversary date were included.

TABLE 2

**Longevity Based Male/Female Pay Differentials**  
General Schedule

Longevity Based Step Differentials					Five Year Longevity Increment Differentials						
Grade	Male		Female		Average \$ Value of Differential to Males (Females)	Male		Female		Average \$ Value of Differential to Males (Female)	Total Avg. \$ Value of Differential to Males (Females)
	Avg. Step	Avg. \$ Value	Avg. Step	Avg. \$ Value		Average Number of Increments	Average Dollar Value	Average Number of Increments	Average Dollar Value		
5	(6)* 3.33 (86)	\$1,141	(45) 4.40 (272)	\$1,312	\$ (171)	(9) .33 (94)	\$ 40	(48) .27 (314)	\$ 33	\$ 7	\$ (164)
6	4.12 (152)	\$1,382	4.53 (583)	\$1,452	\$ (70)	.32 (163)	\$ 39	.45 (680)	\$ 54	\$ (15)	\$ (85)
7	4.59 (176)	\$1,632	5.38 (491)	\$1,858	\$ (226)	.42 (204)	\$ 51	.61 (573)	\$ 74	\$ (23)	\$ (249)
8	4.70 (197)	\$1,759	6.07 (333)	\$2,227	\$ (468)	.45 (226)	\$ 54	.75 (425)	\$ 91	\$ (37)	\$ (505)
9	4.53 (171)	\$1,846	6.38 (319)	\$2,474	\$ (628)	.44 (243)	\$ 57	.79 (415)	\$ 101	\$ (44)	\$ (672)
10	6.49 (287)	\$2,780	7.16 (257)	\$2,957	\$ (177)	.85 (364)	\$121	1.07 (343)	\$ 150	\$ (29)	\$ (206)
11	6.59 (356)	\$2,936	7.42 (257)	\$3,245	\$ (309)	1.15 (441)	\$179	1.22 (321)	\$ 187	\$ (8)	\$ (317)
12	7.14 (456)	\$3,386	7.27 (178)	\$3,388	\$ (2)	1.14 (556)	\$195	1.17 (232)	\$ 194	\$ 1	\$ (1)
13	8.10 (552)	\$4,090	6.87 (103)	\$3,478	\$ 612	1.77 (716)	\$369	1.04 (150)	\$ 213	\$ 156	\$ 768
14	9.46 (353)	\$5,195	6.63 (91)	\$3,627	\$1,568	1.85 (470)	\$409	1.00 (121)	\$ 211	\$ 198	\$ 1,766
15	9.36 (225)	\$5,528	7.53 (45)	\$4,452	\$1,076	2.08 (295)	\$511	1.45 (60)	\$ 345	\$ 166	\$ 1,242
16	10.34 (131)	\$6,661	7.60 (19)	\$4,893	\$1,768	2.21 (180)	\$591	1.27 (33)	\$ 327	\$ 264	\$ 2,032
17	9.84 (76)	\$6,890	7.79 (10)	\$5,462	\$1,428	1.99 (103)	\$590	1.45 (12)	\$ 414	\$ 176	\$ 1,604
18	10.24 (39)	\$7,793	7.90 (2)	\$6,043	\$1,750	2.34 (53)	\$747	1.92 (7)	\$ 600	\$ 147	\$ 1,897
19	9.44 (15)	\$7467	7.00 (1)	\$5,892	\$1,575	2.28 (20)	\$792	.86 (1)	\$ 291	\$ 501	\$ 2,076
20	10.07	\$8,174	10.00	\$8,732	\$ (558)	2.25	\$844	4.00	\$1,514	\$ (670)	\$ (1,228)

TABLE 2 (Continued)

Longevity Based Step Differentials                      Five Year Longevity Increment Differentials

Grade	Male		Female		Average \$ Value of Differential to Males (Females)	Male		Female		Average \$ Value of Differential to Males (Female)	Total Avg. \$ Value of Differential to Males (Female)
	Avg. Step	Avg. \$ Value	Avg. Step	Avg. \$ Value		Average Number of Increments	Average Dollar Value	Average Number of Increments	Average Dollar Value		
21	(13) 9.54	\$8,100	(0) ---	---	---	(16) 2.37	\$951	(0) ---	---	---	---
22	(6) 7.33	\$7,520	(0) ---	---	---	(8) 1.75	\$758	(0) ---	---	---	---
23	(0) ---	---	(0) ---	---	---	(1) 1.00	\$472	(0) ---	---	---	---
24	(1) 4.00	---	(0) ---	---	---	(1) ---	---	(0) ---	---	---	---
TOTAL	7.77	\$4,190	6.28	\$2,625	\$1,565	1.48	\$335	.88	\$ 139	\$ 196	\$ 1,761
ADJ.											
TOTAL**	7.77	\$3,788	6.28	\$3,062	\$ 726	1.48	\$299	.88	\$ 178	\$ 121	\$ 847

\* Number of Employees - Employees whose steps did not correspond to their hire date were excluded from calculations to eliminate steps gained or lost on some basis other than longevity. Consequently fewer employees were included in the step calculations than in the longevity increment calculations.

\*\* Adjusted totals eliminate grade affects by assuming that all steps are worth the same number of dollars (an average of \$487.50) and that all longevity increments are worth the same dollars (an average of \$202).



## Education and Experience

Another possible cause of a portion of the male/female wage gap is male/female differences in job-related education and experience. Unfortunately, the degree to which such differences exist among state employees and what the impact of those differences might be on the wage gap could not be measured because of inadequate data. Recent attempts to collect educational data for the state P/P/P (Payroll, Personnel, and Position Control) system have not achieved sufficient agency participation to produce reliable data for a computer assisted analysis of the education and experience levels of current state employees. Consequently, national and state statistics have been used to discuss this difference in employee characteristics.

Nationally, the median years of school completed is the same for both sexes (12.6) but a smaller percentage of men than women graduate from high school and a larger percentage of men obtain college degrees. In Montana, the 1980 census revealed that 72.8% of men had completed high school, compared to 75.9% of women, but 20.1% of men had completed four or more years of college compared to 14.9% of women.<sup>1</sup> Also based on national data, the average man of 16 will spend 38.5 years in the labor force and will have somewhat more work experience at various points in time than the average female of 16, who will work 27.7 years.<sup>2</sup>

In the absence of reliable state government data, male/female differences in educational attainment and work experience are expected to account for no more of the Montana state government wage gap than for the national wage gap--generally around 20%, with a few studies accounting for up to 50%. Assuming some overlap between the effect of male/female differences in longevity with state government, and male/female differences in total work experience, a sizeable portion of the wage gap remains that could be caused by inequities in the quality of jobs made available to women, given their qualifications or in the pay assigned to their jobs.

### Effects of Job Segregation and State Classification and Pay Practices on the Wage Gap

The most significant contributor to the male/female wage gap is the fact that the Montana state labor force, like the national labor force,

\* Classes with six or more employees.

<sup>1</sup> Department of Labor and Industry Report 1985, 105.

<sup>2</sup> Smith, 1982, 15-20.



TABLE 3

Class Segregation by Pay Grade  
for Full-time General Schedule Positions  
Excluding the University System

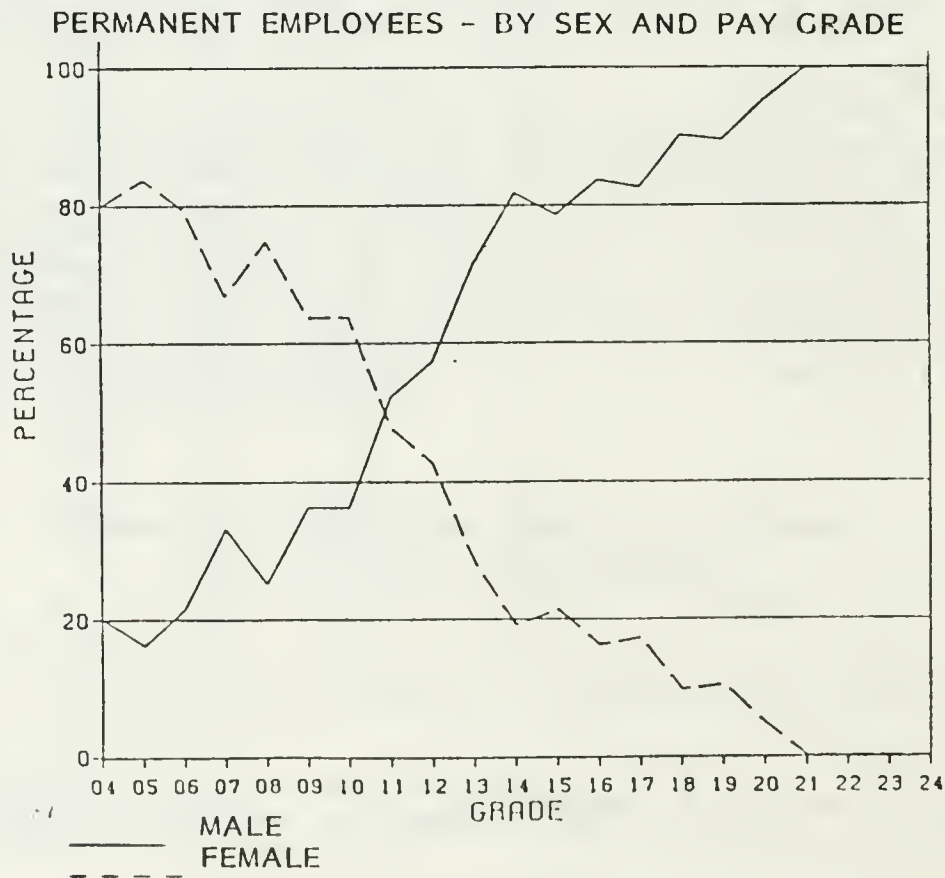
Pay Grade	Total # Classes	Female		Male		% of Classes
		Dominated Classes		Dominated Classes		Dominated By
		#	%	#	%	One Sex or The Other
04	2	2	100%	0	0%	100%
05	5	4	80%	0	0%	80%
06	16	11	69%	2	13%	82%
07	27	23	85%	0	0%	85%
08	30	19	63%	5	17%	80%
09	23	14	61%	5	22%	83%
10	23	9	39%	13	57%	96%
11	25	9	36%	12	48%	84%
12	29	4	14%	16	55%	69%
13	37	8	22%	19	51%	73%
14	41	3	7%	27	66%	73%
15	29	1	3%	15	52%	55%
16	19	0	0%	16	84%	84%
17	9	0	0%	9	100%	100%
18	6	0	0%	5	83%	83%
19	2	0	0%	2	100%	100%
20	1	0	0%	1	100%	100%
21	1	0	0%	1	100%	100%
22	<u>1</u>	<u>0</u>	<u>0%</u>	<u>1</u>	<u>100%</u>	<u>100%</u>
TOTAL	326*	107	33%	149	46%	79%

\* Includes only classes with 6 or more employees.

is occupationally segregated by sex. An examination of large\* general schedule job classes (which represent both occupations and skill levels within occupations) reveals that 79% of these classes are dominated by one sex or the other. Domination is defined as having 70% or more of the same sex in a class. Forty-six percent are dominated by men and 33% by women.

Job segregation is most acute in the lowest grades (4-11) where most classes are female dominant and in the highest grades (16 and above) where most classes are male dominant. The middle grades (12-15) populated by professional and high level technical workers, evidence the least segregation (See Table 3).

In Montana, like the nation, most women are found in different job classes than most men and the more a class is dominated by women, the lower its pay grade is likely to be. Women hold 93% of clerical jobs which have the lowest average grade (7.4) and salary (\$13,354). The relationship between percentage female and pay grade is graphically displayed below. Appendix 1 displays the grade assigned to all male dominant, female dominant, and mixed job classes with six or more employees in the general schedule.



\* Job classes with 6 or more employees.

This relationship may have two different causes:

1. Concentration of women in lower skill/responsibility level jobs than those held by men because of societal attitudes, customs, and restrictions on individuals before and after they enter the labor market--requiring equal opportunity/affirmative action programs.
2. Undervaluing (undergrading) female dominant jobs with respect to their skill/responsibility level as a result of biases--either organizational biases or imported labor market biases--requiring comparable worth adjustments. (See Chapter III.)

Isolating these possible causes is difficult and is the object of a growing body of research.

Although the relative worth (skill/responsibility level) of various types of work is a matter of dispute, commonly resolved through the application of a job evaluation instrument, most people and most job evaluation instruments place most professional and managerial jobs at a higher skill/responsibility level than most non-professional, non-managerial jobs. Assuming this assessment is correct, women in state government clearly do hold proportionally fewer high skill/responsibility level jobs. Women hold 31% of permanent, full-time professional and managerial jobs, but 58% of non-professional, non-managerial jobs.

The dollar impact of this underrepresentation of women in professional/managerial jobs is presented in Table 4. This is based on the assumption that the professional/managerial family of jobs is correctly valued, in terms of all other jobs, by the state's current classification and pay plan.

Table 4 presents: (1) the current average dollar value of jobs in each broad occupational group, (2) the male/female representation in each group, and (3) the impact of eliminating all male/female wage differences except those that result from being in the professional/managerial job family as opposed to the non-professional/non-managerial one. This is accomplished by assuming that all professional/managerial employees are paid an average step 5 salary for their composite group (\$22,943), and that all non-professional/non-managerial employees are paid an average step 5 salary for their composite group (\$15,557).

If all else is held constant, the fact that women hold only 31% of professional/managerial jobs but 58% of non-professional/non-managerial jobs produces a 10% wage gap (40% of the existing 25% gap). This gap can only be corrected by programs to provide women equal access to professional and managerial jobs, involving greater skill and

TABLE 4

The Remaining Wage Gap After Eliminating All Male/Female Wage Differences Except Those Due To Differences In Male/Female Representation In Managerial/Professional Classes and Non-Managerial/Non-Professional Classes

## General Schedule - Excluding University System

Occupational Group	Male		Female		Average Grade	Average Step 5 Salaries	Proportional Share of Step 5 Salary Dollars	
	No.	%	No.	%			Male	Female
Officials and Administrators	388	84	72	16	17.1	\$29,283.25		
Professionals	1,799	67	893	33	13.7	\$21,860.47	\$22,943.74	\$22,140,709
Craft	50	86	8	14	11.6	\$18,598.29		
Professional Services	476	93	36	7	11.6	\$18,519.17		
Technicians	872	49	898	51	10.7	\$17,090.86	\$15,557.51	\$30,741,639
Service	195	76	63	24	8.7	\$14,925.43		
Para-Professional	289	36	511	64	7.9	\$13,978.82		
Clerical	94	7	1,259	93	7.4	\$13,354.46		
	4,163		3,740				TOTAL	\$80,919,598
							Average Salary Dollars	\$19,437.81
							Average Female Dollars as % of Male Dollars	\$17,463.32
								90%

responsibility. Equal employment and affirmative action programs are needed--not to move women into male dominant jobs per se, but to move them into the more highly skilled and responsible professional and managerial jobs that are currently male dominant. Recommendations for improving these programs are included in Chapter V. Meeting a comparable worth standard will not correct wage disparities between male/female jobs of different worths.

### Montana's Practices Compared

In the absence of a formal comparable worth study, the possible undervaluation of female dominant jobs as a cause of the wage gap was assessed by comparing the impact of Montana state government's pay setting practices on sex segregated jobs with: (1) the pay practices of other employers in the Montana labor market (In-state employers for grades 4-12; out-of-state employers for grades 13-24); (2) the pay practices of the state of Minnesota which is the state touted to be closer to achieving comparable worth through collective bargaining; and (3) the pay practices of the state of Idaho which is cited by much of the comparable worth literature as having achieved comparable worth administratively without ever having made it an explicit objective. Comparisons are primarily for general schedule classes.

Information on labor market, Minnesota, and Idaho average salaries was obtained through Montana's 1984 salary survey. The same procedure was used to make all three comparisons. The average salary paid each surveyed job class by the comparison state (or the labor market) was first compared to the average salary that state (or the labor market) pays for all surveyed classes and a percentage calculated. The percentage which the comparison state (or the labor market) pays each male or female dominant class\* above or below the average for all surveyed classes was then compared to the percentage which Montana state government pays that class above or below the average for all surveyed classes.

This procedure compared each class's relative pay within the comparison state's or labor force's wage structure with its relative pay in Montana state government's wage structure. (See Appendices 2, 3, and 4). The comparison showed that Montana pays its female-dominant classes relatively more than all three groups discussed above, and pays its male-dominant classes relatively less.

\* Classes with 70% or more of one sex in the Montana System.



Employers in the Montana labor market pay female-dominant jobs an average 23.18% below the labor market mean salary for surveyed jobs. Montana state government pays these same jobs an average 16.5% below the state mean salary for surveyed jobs (a 6.5% percentage point difference). Labor market employers pay male-dominant jobs an average 10.2% above the labor market mean, while Montana state government pays these jobs an average 9.43% above the state government mean, (Appendix 2).

While Minnesota pays female-dominant jobs an average 21.36% below its mean, Montana state government pays those same jobs 15.5% below its mean (a difference of 5.86 percentage points). Similarly, while the state of Minnesota pays male dominant classes an average of 8.54% above its mean, the state of Montana pays these same jobs an average 4.83% above its mean (a difference of 3.62 percentage points). (Appendix 3.)

While Idaho pays female-dominant jobs an average 20.33% below its mean, Montana state government pays these same jobs 18.53% below its mean. Similarly, the state of Idaho pays male-dominant jobs 7.11% above its mean while Montana state government pays these jobs 5.51% above its mean. (Appendix 4.)

Although these figures are based on a limited salary survey, they indicate that the state of Montana's current classification and pay practices go further in decreasing any labor market inequities between male/female jobs than do those of the two states that are purported to have made the most progress to date in making comparable worth adjustments. The state of Minnesota, with a work force of 34,000 employees, has appropriated and distributed \$21,000,000 to complete half of its projected comparable worth adjustments. These adjustments, however, are designed only to bring female-dominant jobs up to the lowest paid male-dominant job with the same evaluation points. Also, the money is not automatically applied to the jobs requiring it, but is, instead, distributed through collective bargaining. The state of Idaho, with a work force of 8,000 employees, has put \$13,000,000 into pay adjustments to achieve across the board pay equity, increasing the salaries of most female-dominant jobs more than other jobs.

In summary, a 25% male/female wage gap exists among Montana state government permanent, full-time employees. Some of this gap can be attributed to differences in employee characteristics, such as longevity and education and experience. Sex segregation by occupation places higher percentages of women in lower paying jobs, but how much of this can be corrected through Equal Employment Opportunity/Affirmative Action programs and how much results from undervaluation of female-dominated jobs cannot be determined with the information available.



Based on comparisons with the two states that have made significant comparable worth adjustments and with the labor market, Montana state government's classification and pay practices (which are primarily based on internal equity rather than labor market standards) appear to go further in correcting pay inequities between male and female jobs. While it cannot be adequately measured unless a single, bias-free standard is used to evaluate all jobs, there are indications that Montana's pay equity differences are less than in some other states, and that satisfying a comparable worth standard may be administratively and financially feasible at least for the general schedule.

### Effects of Separate Classification and Pay Plans on the Wage Gap

Approximately 940 (10%) of all permanent full-time classified employees (excluding university employees) are under separate classification and pay plans from the 7,903 employees (90%) under the general classification and pay plan.

Teachers (73 permanent full-time employees) are under a separate plan as a result of statutory exemptions from the general plan (2-18-103, MCA) effective in 1977. Physicians were exempted in 1979 pursuant to permissive legislation to address recruitment and retention problems. Most blue collar employees (717 permanent, full-time employees) and retail liquor clerks and managers (118 permanent, full-time positions) are under separate plans as a result of statutory language which retains classification as a mandatory subject of collective bargaining for this group, while excluding it for all other classified jobs. (2-18-203, MCA.) Both the liquor store and blue collar plans were established in July of 1977.

By far the largest and most conflicting plan from a comparable worth perspective is the blue collar plan. All but 13 of its 717 permanent full-time employees are male, and salaries are considerably higher than for the general schedule classifications at a comparable skill/responsibility level.

Tables 5 and 6 illustrate the pay difference between blue collar jobs and general schedule jobs which are the same (Table 5) or which were evaluated at the same skill level before the separate blue collar classification and pay plan was created (Table 6). These tables show an average \$4,300 to \$4,800 pay difference between predominately male blue collar jobs and general schedule jobs of the same assessed worth. Many of the general schedule jobs are predominately female.

Liquor store clerks and managers are similarly compensated more than general schedule jobs once assessed at the same skill/responsibility level. The pay differences are somewhat less dramatic, but still

TABLE 5

## Pay Disparities Between Matched Blue Collar / General Schedule Classes

Blue Collar Title	Blue Collar Grade	Blue Collar Salary	Similarly Graded Employees I	Similarly Graded Employees %F	General Schedule Title	General Schedule Grade	General Schedule Salary Range	Similarly Graded Employees I	Similarly Graded Employees %F	Salary Disp. Between G.S. Mid-range Salary & Blue Collar Salary
Painter	9+	<u>\$21,278</u>	142	.007%	Painter	10	<u>\$13,935-\$19,930</u>	490	65%	\$ -4,346
Carpenter	10+	<u>\$22,110</u>	82	0%	Carpenter	11	<u>\$15,033-\$20,927</u>	544	47%	\$ -4,130
Electrician	11+	<u>\$22,942</u>	124	0%	Electrician	11	<u>\$15,033-\$20,927</u>	544	47%	\$ -4,962
Plumber	12+	<u>\$23,775</u>	28	0%	Plumber	11	<u>\$15,033-\$20,927</u>	544	47%	\$ -5,795
Average Difference \$ -4,808										

TABLE 6

Pay Disparities Between Jobs Under the General Classification  
and Pay Plan and Jobs Under the Blue Collar Plan That Were  
Classified at the Same Skill Level Before Separation

Blue Collar Classes (in order of salary)	Blue Collar Grade	Blue Collar Salary	Similarly Graded Employees T	General Schedule Title in Pre-separation Classification Plan	General Schedule Grade	General Schedule Salary	Similarly Graded Employees T	Similarly Graded Employees %F	Salary Disparity Between GS mid range salary and BC Salary
Service Comb. A	5+	\$17,950	23	Service Station Attendant	6	\$10,416-\$14,635	358	.75%	\$ -5,425
Truck Driver Under 5-Ton	7+	\$19,614	221	Equipment Operator	9	\$12,929-\$18,059	530	.63%	\$ -4,120
Stockman With Terminal				Stock Clerk Supervisor					
Carpenter	10+	\$22,110	82	Carpenter II	11	\$15,033-\$20,927	544	.47%	\$ -4,130
Mechanic/Machinist				Equipment Mechanic					
Working Shop Foreman	11+	\$22,942	124	Equipment Mechanic Foreman	12	\$16,250-\$22,586	613	.42%	\$ -3,524
Field Maintenance Supv. A				Maintenance Foreman I					
							Average Difference		\$ -4,319

average \$2,000 more a year. However, the differences are not between predominately male and predominately female jobs. The liquor store plan has more full-time, female than male employees.

Teachers are also compensated higher than other jobs once assessed at the same skill level. Twelve month institutional teachers' salaries range from \$16,806 to \$28,145 depending on qualifications. Prior to statutory exemption, they were classified at grade 12 with a salary range of \$16,250 to \$22,586.

While there is good evidence that inequities exist between the separate collectively-bargained blue collar, liquor store, and teacher plan salaries on the one hand and the general classification and pay plan salaries on the other, employees under the separate plans have statutory rights to collectively bargain their own separate job classifications and pay rates. Consequently, inequities must be reduced (1) through the collective bargaining process; (2) by statutorily eliminating the separate pay plans; or (3) by raising other state employees pay and keeping the separate pay schedules static.

## CHAPTER III

### COMPARABLE WORTH APPROACHES

In this chapter, the concept of comparable worth will be defined and various approaches to implementation of the concept will be summarized. First, the discussion will focus on the methods that have emerged to measure or determine the extent of a sex-based wage gap in a particular jurisdiction. Secondly, a few examples of pay practice adjustments that have been proposed or implemented to address such a wage gap will be reviewed. Finally, a brief summary of legal actions based on the concept of comparable worth will be provided.

Comparable worth is defined as equal pay for jobs (including dissimilar jobs such as truck driver and secretary) which are of equivalent overall value to a given employer regardless of the relative salaries such jobs receive in the surrounding labor market.<sup>3</sup> Under this definition, comparable worth assures that the salaries of jobs are not based on the sex or race\* of incumbent employees (either directly or by duplicating sex-based market inequities), by assuring that they are, instead, consistently and rationally based on the job characteristics of greatest value to the employing organization. This concept is not to be confused with the concept of equal pay for equal work which requires equal compensation for jobs that are essentially identical.

It bears noting that the subject matter of all comparable worth concerns is job evaluation. Job evaluation in its simplest form is the process used by an employer for determining the pay rate of employees. While it is known that job segregation, training and overt discrimination are also major factors in the pay gap between men and women, the focus of comparable worth efforts is exclusively upon the role of job evaluation as a cause of pay inequities.

#### Measures of Sex-Based Pay Inequities

The perception that female dominated jobs are undervalued because they are held by women stems from casual observations, case study, and two types of formal studies--"a priori" and "policy capturing."

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\* This report concerns only sex-based pay inequity, since racial minorities constitute too small a portion of the Montana population and state government work force to meaningfully measure race-based pay inequities, and since the statute (2-18-208 and 2-18-209, M.C.A.) mandating the report only refers to sex-based inequity. Comparable worth measures designed to correct sex based inequity should theoretically correct race-based inequity as well.

<sup>3</sup> Steinberg and Haignere, 1984, 13.



## Observations

Numerous writers have casually observed that the higher wages paid such predominately male jobs as truck drivers and equipment operators over female-dominated jobs such as professional nurses and protective service social workers can neither be accounted for by characteristics of the jobs (the degree of education and experience required, degree of responsibility exercised, degree of adverse working conditions encountered), by market supply factors (availability of qualified people), nor, in non-union organizations, by collective bargaining. Male/female pay differences cannot be accounted for by the factors that normally account for pay differences.

## Case Studies

Case studies are generally of pay practices in effect prior to passage of effective civil rights laws, (1963-1964), which established historic labor market relationships between male and female-dominant jobs. Many of these were explicitly, (and lawfully), sex based.

For example, in the late 1930's Westinghouse established a job evaluation system for the purpose of standardizing wage rates, but established a separate and lower wage scale for female dominant jobs with the same evaluation scores. The separate female wage scale was abandoned in the 1960's but the wage relationships were not.<sup>4</sup>

## Policy Capturing Studies

One study method that has emerged in recent years to assess a sex-based wage gap, within a job evaluation system, seeks to identify the underlying values in the pay structure of an organization. This values identification process is referred to as "capturing" the pay policy. Thus, studies of this kind have been labeled policy capturing studies.

Formal policy capturing studies use regression analysis to empirically determine: (1) what factors (other than employee sex) contribute to the male/female wage gap, (2) what portion of the gap can be accounted for by these factors, and (3) what part remains that is the sex-based component.

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<sup>4</sup> Newman, 1976, 268



In its analysis of the comparable worth issue, the National Academy of Sciences reviewed the literature on studies of this type and found that studies which have attempted to account for differences in male/female earnings based solely on worker characteristics such as educational attainment and work experience, have actually accounted for very little of the differences. Only two studies (Mincer and Pollock, 1974; and Corcoran and Duncan, 1979) were able to account for more than one-fifth of the difference, and these two studies accounted for less than half.

The Academy of Sciences report concluded that male/female differences in human capital do not explain the wage gap. Although women, on average, have less work experience than men, which accounts for some of the gap, a substantial gap remains between the earnings of male and female workers with equivalent education and work experience. Women and men receive different wage returns on their human capital.<sup>5</sup>

The report noted that it is not surprising that explanations focusing on the characteristics of individual workers leave a substantial portion of the earnings gap unexplained, since occupational differences in earnings are very large and the work force is substantially segregated (into various occupations) by race and sex.<sup>6</sup>

Studies that attempt to account for wage differences in terms of differences in the occupational skill characteristics of jobs held by men and women, are able to account for more, but not all, of the differences. One major study, using U.S. Census data, found that 68% of the national male/female wage differences were accounted for by differences in the occupational skill characteristics of their jobs with the remaining 32% attributed to the sex of employees holding the jobs.<sup>7</sup> A second major study attempted to account for male/female wage differences in the national labor force by male/female differences in two worker characteristics (mean years of schooling completed and extent of previous experience); and four job characteristics (substantive complexity, motor skills required, physical demands, and unfavorable working conditions). This study accounted for only 40% of the earnings gap. The remaining 60% could be accounted for by no known factors other than the sex of workers.<sup>8</sup>

Policy capturing studies are also used to measure pay inequities within an organization, but until very recently they were criticized

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<sup>5</sup> Treiman and Hartman, 1981, 22 and 23.

<sup>6</sup> Ibid. 24.

<sup>7</sup> England, et al, 1982

<sup>8</sup> Treiman, Hartman, and Roos, 1984, 137-153.

by comparable worth advocates for underestimating the extent of inequities. These studies empirically identify the standard of worth in operation (i.e., what job characteristics are rewarded in the labor force or an organization), and assess any unequal application of the standard. They have not, however, addressed inequities or biases within the standard itself.

Research published within the last year includes a procedure for statistically adjusting the captured job content to salary relationship (the captured standard of worth) to remove gender biases. This adjusted policy capturing method is preferred by some comparable worth advocates because it preserves past organizational pay relationships that are not gender biased. It reduces unnecessary disruption and preserves any market relationships to the extent they are consistent with comparable worth.<sup>9</sup>

### A priori Studies

The second, more common, type of study makes use of a job evaluation system--a predetermined system of compensable job factors (job characteristics that are regarded as worthy of compensation because of their value to the organization or an industry) and factor weights reflecting their relative value. These compensable factors and weights are converted into factor scales (or yardsticks) representing degrees of each factor with points assigned to each degree in accordance with the factor's weight. Jobs are then evaluated by (1) applying each factor scale to determine what degree best fits; (2) awarding the points for that degree; and (3) adding the points for all scales to obtain a total job evaluation or worth score for each job. The worth of a job, by definition, is the degree to which it contains the various compensable factors--i.e., its job evaluation score.

A priori studies of pay inequities involve comparing actual rates of pay with their job evaluation points to identify inequities. Major studies of this type have been completed for the states of Washington, Minnesota, Connecticut, and Iowa, and for the City of San Jose, California. Michigan also conducted a study without arriving at estimates of undervaluation. A small sample of jobs have been studied in several other states. The state of Idaho measured the worth of jobs in a manner consistent with comparable worth standards and made pay adjustments, but not explicitly for purposes of correcting male/female pay inequities. At least thirteen states have begun or completed comparable worth studies. See appendix 5 for a complete summary of compensation activities in other states.

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<sup>9</sup> Steinberg and Haignere, 1984, 25 & 26; Steinberg, 1984, 17; Treiman and Hartman, 1984, 150.

In all major comparable worth studies with reported results, female dominated jobs were found to be underpaid with respect to their assessed value by 5-20%. The Idaho classification study similarly found it necessary to increase the salaries of female dominant classes relative to male dominant classes to implement a consistent evaluation points-to-dollars relationship.<sup>10</sup>

To establish an a priori standard of value, someone must determine what job characteristics (or job factors), are of greatest value to the organizations and in what proportion. The choice of job factors and factor weights is critical, and different choices create different results.<sup>11</sup>

In a presentation to the 1984 mid-year conference of the National Association of State Personnel Executives, (NASPE), John Burnett, (a comparable worth consultant) noted that there is no universal standard of job worth. It is what an organization chooses to measure in its job evaluation system. He stated that comparable worth is fundamentally a question of whose value system will reign in pay decisions. It is not a technical question but a philosophical one in which every segment has a vested interest.<sup>12</sup>

In practice few job factors are selected, defined, and weighted in a think tank with concern only for the ideals of value to the organization and freedom from bias. As Burnett noted, such judgments require more wisdom than anyone has and no two people would agree.<sup>13</sup>

Most so called a priori job evaluation systems (either standardized or custom built) have been developed by management consultants on the basis of what the market, or a segment of the market, pays for given job content characteristics.<sup>14</sup> These so called "a priori" systems were at some point derived through a multiple regression (policy capturing) study of pay policies across a sample of firms that produced an average picture of compensation.<sup>15</sup>

<sup>10</sup> Steinberg, 1984, 106 & 107.

<sup>11</sup> Treiman, 1979, 6.

<sup>12</sup> Burnett, 1984, 19.

<sup>13</sup> Burnett, 1984, 20

<sup>14</sup> Steinberg, 1984, 9.

<sup>15</sup> Remick and Steinberg, 1984, 287.

For example, the National Academy of Science interim report described the policy capturing intent of the Cooperative Wage Study (C.W.S.) method for the steel industry as follows:

First, the decision was made to accept the existing wage structure and to devise a plan that would replicate it as closely as possible. This approach was predicated upon the assumption that, despite numerous complaints of wage inequities there existed an underlying structure that was and would be perceived as equitable. The purpose of the plan then was to bring the deviant cases back into line rather than to effect a whole sale change in relative wage rates.<sup>16</sup>

While the C.W.S. method was constructed to reflect the wage structure of the steel industry, widely marketed systems, like those used in most of the comparable worth studies to date--The Hay System (used in the San Jose and Minnesota studies), and the Willis system, a derivation of the Hay System, (used in the Washington and Connecticut studies), have been designed to reflect the wage structure in a broader market.

Most states that have used these market-derived systems have attempted to correct for biases by modifying the factor definitions to include characteristics of work normally performed by women. A review of studies by Washington, Minnesota, and Connecticut described modifications to include the ability to deal with patients and clients (typical of nursing and social work) and adverse working conditions of noise and eye strain (associated with a typing pool and video display terminal).<sup>17</sup>

An a priori standard of worth can be established in one of several ways:

1. By purchasing a market-derived instrument with its own standard and possible built-in biases;
2. By attempting to define a standard through a group process that will be acceptable to individuals with competing interests; and
3. By deriving the standard from a job hierarchy--either an existing hierarchy which may contain biases or a new job hierarchy compiled from job rankings completed by a number of people to reflect their collective judgments of what the job relationships should be.

<sup>16</sup> Treiman, 1979, 11

<sup>17</sup> Steinberg, 1984, 107.



Regardless of how a job evaluation method is constructed, recognition that it is only as credible as its standard of worth, has resulted in numerous instances of rejection of study results. For example, the state of Maine hired Young and Associates to audit a study conducted by Hay and Associates.<sup>18</sup> During the 1982 session the state of Massachusetts was considering legislation to authorize a comparable worth study by its Civil Service Commission as a result of advocate dissatisfaction with a study conducted by Hay.<sup>19</sup> The state of Washington, after years of comparable worth studies using the Willis method, is examining its appropriateness as a result of criticism by both comparable worth advocates and other employers.<sup>20</sup>

### Conclusion

Although comparable worth is still a policy in the formation stage and has various advocate views, the most frequently cited operational definition is one by Helen Remick\*. She operationally defines it as "the application of a single, bias free point factor job evaluation system within a given establishment, across job families, both to rank-order jobs and set salaries" (emphasis added).<sup>21</sup>

A single (bias-free) standard must be used to assess the worth of all jobs. It must be applied consistently via a point factor process. Salaries must be set according to measured worth.

Achieving freedom from bias is admittedly difficult and subjective. Remick recommends that the standard of worth be constructed from collective judgments of what is fair and equitable or derived from existing relationships and adjusted to eliminate biases. This adjustment can be statistical (to eliminate consideration of factors other than those which operate independently of the sex of employees) or rational (usually redefinition of job factors to include characteristics of "womens' work") or both.

<sup>18</sup> Cook, 1983, 41.

<sup>19</sup> Ibid, 48.

<sup>20</sup> Oral presentation by Robert Boysen, Washington State Department of Personnel, to the 1984 Annual Montana EEO Conference.

<sup>21</sup> Remick, 1984, 99.

\* Helen Remick is an economist involved in the Washington State Study and the author of numerous publications.



## Pay Adjustments For Correcting Pay Inequities

Relatively few states or local governments are at the stage of making salary adjustments based on comparable worth studies. Those which have made adjustments have used various approaches.

The state of Minnesota is in the process of phasing-in adjustments for female-dominant jobs only by adjusting them to the salary of the lowest paid male-dominant job with the same number of points. Adjustments are to be spread over a four year period with 25% adjustments each year. The projected cost is \$42-43 million. Half that amount (\$21.8 million) has been appropriated to date. Funds were distributed to bargaining units and allocated through the collective bargaining process.<sup>22</sup>

Idaho, which is commonly cited as a state which achieved comparable worth without attempting to do so, adjusted all jobs requiring adjustment to establish a consistent point-to-dollars relationship. Jobs beyond their appropriate range were "red circled" (a process which holds them at their current pay level until under valued classes catch up). The total cost was \$13 million.<sup>23</sup>

The New Mexico legislature rejected an appropriation request for a study and instead appropriated \$3.2 million for 23 female-dominant classes below a specific grade. However, the state is currently developing a point factor system to provide an objective and timely job evaluation method and anticipates \$20 million worth of adjustments.<sup>24</sup>

The state of Iowa has been moving rapidly to implement comparable worth based on legislation passed in 1983. It hired a consultant to direct a study, and plans to establish equity for all jobs. Cost estimates for making adjustments range between \$30-\$50 million. Ten million dollars has been appropriated for the first phase. However, in recent months questions have been raised about the validity of the method and further pay adjustments are being discontinued until after completion of a second study to determine whether comparable worth has been achieved and whether the new method is workable.<sup>25</sup>

<sup>22</sup> Report of the Secretaries of Administration and Finance, 1985, 30.

<sup>23</sup> Ibid, A-3.

<sup>24</sup> Ibid, A-6.

<sup>25</sup> Ibid, 31.

Making pay adjustments requires numerous decisions to which there are no standard answers.

1. What pay line or points-to-dollars relationship to use.
2. Whether to adjust all classes or only female dominated classes.
3. Whether to bring adjusted classes all the way up to the pay line or only to within a given range.
4. Whether to decrease or freeze the wages of classes that are over their appropriate pay range.
5. How to phase-in adjustments and over what time period.  
--adjust worse cases first.  
--adjust all cases a certain percentage each year.

### Legal Status

Since 1980 there has been increasing legal activity involving sex-based wage discrimination and the concept of comparable worth. The question of whether employers are required by federal law, (Title VII of the 1964 Civil Rights Act or the 1963 Equal Pay Act), to compensate employees based on the assessed worth of their jobs rather than on prevailing market rates has not yet been subject to a supreme court ruling.

The only definitive comparable worth requirements are the result of state laws which primarily apply to state governments. The exception is Minnesota which requires comparable worth by all public sector jurisdictions.

The following can be concluded about the status of comparable worth under federal law:

1. Intentional sex-based pay practices are a violation of Title VII of the 1964 Civil Rights Act. It is unlawful to compensate all jobs based on job evaluation points except female-dominant jobs. Gunther v. County of Washington.<sup>26</sup>
2. Lower courts have generally refused to make their own subjective assessments of the relative worth of jobs.<sup>27</sup>

<sup>26</sup> BNA Special Report, 21

<sup>27</sup> Ibid, 20.

3. It is unclear whether an employer's failure to correct known inequities is itself evidence of intentional sex discrimination under Title VII. A lower court decision in AFSCME v. State of Washington considered failure to implement the results of a comparable worth study evidence of intentional discrimination where state officials conceded that inequities did exist. Officials in other states have rejected the results of studies and it is unclear what the impact of that rejection is.<sup>28</sup>
4. It is unclear whether the disparate impact theory of discrimination (usually applied to hiring and promotion practices) will be extended to cover wage setting. If so, compensating job classes according to their prevailing market rates could be found unlawful under Title VII because, although facially neutral, it has a disparate impact on the wages of female dominant jobs.<sup>29</sup>

<sup>28</sup> Ibid, 22.

<sup>29</sup> Ibid, 23.

## CHAPTER IV

### OTHER APPROACHES TO CLOSING THE WAGE GAP

This chapter discusses the state's existing programs and past activities designed to ensure fair and equitable treatment of all employees. As discussed in earlier chapters, the pay gap between male and female jobs is not based solely on the possibility that women's jobs are undervalued in comparison to men's jobs. The wage gap between men and women may also be attributed to inequities in hiring, placement, promotion, and other employment practices. Montana state government has a number of programs to eliminate inequities in these areas.

#### Equal Opportunity/Affirmative Action Programs and Activities

The first of these programs is the Equal Employment Opportunity/Affirmative Action (EEO/AA) program administered by the State Personnel Division. The EEO/AA program is mandated by a gubernatorial executive order and requires state government agency heads to protect citizens from deliberate and/or unintentional discrimination that has the effect of limiting employment and advancement opportunities because of race, sex, or disability. The State Personnel Division's role in the EEO/AA program is to establish policies, rules and guidelines, approve EEO/AA plans, monitor activities, and provide technical assistance.

Examples of policies, rules, and guidelines developed by the State Personnel Division that affect the EEO/AA program include recruitment and selection, sexual harassment, employment preference, training, performance appraisal, employee assistance, and job sharing. The State Personnel Division also has staff specialists who provide technical assistance in EEO/AA recruitment, selection, and other personnel practices. A more detailed account of these activities is contained in the 1984 Annual Report to the Governor on the Montana EEO and Affirmative Action Program.

Another state program that equalizes male/female employment opportunities is the staff development and training program administered by the State Personnel Division. It provides training opportunities to employees so that they may increase their job skills--particularly supervisory and managerial skills--and thus increase their promotion potential. This central training program is supplemented by agency training programs.



## Pay Equity Activities

The current general classification and pay plan (implemented in 1975) had two objectives: (1) to achieve equal pay for equal work (by grouping positions that perform the same or similar work into the same class); and (2) to pay job classes according to their relative skill effort, responsibility, and working conditions (by sorting job classes into skill/responsibility levels and assigning the same pay grade to all classes at the same level).

Many classification and pay systems are designed to achieve the first objective but not to achieve (or to only partially achieve) the second in order to satisfy a third competing objective--external competitiveness. Some employers choose to separately price each job with market counterparts at or near market rates to attract and retain employees with needed skills and abilities at the lowest possible cost to the organization. As a result, comparable jobs are priced differently.

In contrast, Montana's current system groups job classes into skill levels (grades) based only on job content and establishes the same pay range for all classes in the grade. Market rates are only considered in setting salaries for these skill levels--permitting general market consistency without creating disparities between job classes at the same skill level. These practices are consistent with the concept of comparable worth.

As a result of these historic pay policies and practices at least some of the gender inequities believed to exist in the labor market have already been corrected. As discussed in the salary survey report, a comparison of labor market/State of Montana treatment of a subsample of surveyed sex-segregated classes revealed that Montana state government pays its female-dominant classes near or above the labor market average, but generally pays its male-dominant classes below market averages. A similar analysis for this report, including all surveyed sex-dominant classes (Chapter IV), yielded the same results--Montana's pay structure equalizes the salaries of female-dominant to male-dominant classes not only more than labor market practices, but more than the practices of two other states which have already made equity adjustments or partial equity adjustments.

There is, however, a need to improve current methods used to determine the grade assigned to the class. The process of determining the grade assigned to a class is called job evaluation. The Job Evaluation Method currently used is a qualitative, factor-guided, whole job, ranking method. Experience has shown that this method is difficult to explain and understand, it lacks precision and the technical capacity to make clear distinctions between jobs, and it is cumbersome. In addition, this kind of method has been criticized by comparable worth



advocates as being insufficient to correctly measure the comparable worth of jobs. This criticism is based on the belief that this kind of method is too subjective, easily manipulated, and subject to bias. To address the concerns regarding the current classification system, the State Personnel Division is working to convert to a quantitative job evaluation method.



## CHAPTER V

### IMPEDIMENTS TO MEETING THE STANDARD OF COMPARABLE WORTH

#### Impediments

Impediments to meeting a standard of comparable worth in Montana State Government include:

1. ARRIVING AT AGREEMENT ON THE DESIGN OF THE JOB EVALUATION METHOD TO BE USED IN ASSESSING AND CORRECTING PAY INEQUITIES.

The state is seeking to technically upgrade its classification system. As most states engaged in comparable worth studies are finding, freedom from bias is in the eye of the beholder and subject to considerable debate. In fact, nearly every feature of a new job evaluation instrument that determines an employee's pay grade is subject to debate. On the one hand, a method may be criticized for not including more factors assumed to be characteristic of female-dominant jobs. On the other hand, the same method may be criticized for deviating too far from the current method and changing more pay relationships than may be needed to achieve comparable worth.

2. COST.

The immediate cost of meeting a comparable worth standard depends on numerous factors: (1) the extent of measured inequities (which is, in turn partially a product of the job evaluation instrument used); (2) pay adjustment policies, and procedures (i.e., whether both upward and downward adjustments are made, or only upward adjustments; whether full or partial adjustments are made; whether upward adjustments are made for all undervalued classes or only female dominant classes, etc.); and (3) the time frame for the adjustments.

Cost estimates for various implementation options cannot be made until a job evaluation instrument which meets comparable worth standards is agreed upon and used to measure the extent of inequities. However, costs may be less than previously thought based on the state's favorable comparison to the "comparable worth" states of Minnesota and Idaho.

3. INTER-PAY PLAN INEQUITIES.

The large inequities between general schedule jobs and comparable (predominantly male) jobs under the blue collar

plan are the product of special statutory collective bargaining rights. Consequently, salaries can be equalized by moving the whole general schedule up to the blue collar scale or by holding down blue collar increases through the collective bargaining process or by statutorily eliminating the blue collar plan and its statutory bargaining rights and placing the employees back on the general schedule.

#### STEPS TO OVERCOME IMPEDIMENTS TO COMPARABLE WORTH

In addition to current equal employment opportunity/affirmative action, training, classification and pay activities and consistent with the requirements of 2-18-208, MCA, Montana state government should take the following steps to overcome the impediments to meeting the standard of comparable worth:

1. Develop and implement a single, bias-free point factor job evaluation system for Montana state government to systematically measure the worth of all jobs in the state service.
2. Eliminate inequities between the general schedule pay plan and other pay plans established through collective bargaining by legislative action and/or the collective bargaining process.
3. Avoid creation of any additional, separate classification and pay plans to limit inter-plan inequities and prohibit the transfer of positions from the general schedule to other plans.
4. Establish a process to hold state managers accountable for establishing and meeting realistic and measurable equal opportunity and affirmative action goals and timetables to correct underrepresentation of women and minorities--particularly in more responsible and skilled positions.
5. Continue a complete central staff development and training program, as well as agency training programs.
6. Require all agencies to submit education and experience data on each employee to the P/P/P system in order to assess how fairly the state system rewards female employees for their human capital.

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## APPENDICES



APPENDIX 1  
DEPARTMENT OF ADMINISTRATION  
STATE PERSONNEL DIVISION / CLASSIFICATION BUREAU  
SEX DOMINANCE OF CLASSES WITH SIX OR MORE FULL TIME POSITIONS BY GRADE  
EXCLUDING UNIVERSITY SYSTEM

GRADE/CATEGORY/CLASS	COUNT	GRADE/CATEGORY/CLASS	COUNT
TOTAL - ALL GRADES	6947		
GRADE 4	38	GRADE 7	914
70% OR MORE FEMALE	38	NEITHER SEX DOMINANT	274
213001 DATA ENTRY OPER TRAINEE	9	355008 PSYCHIATRIC AIDE I	62
219004 CLERK OFFICE I	29	355014 HABILITATION AIDE I	121
		361005 LAUNDRY WORKER II	18
GRADE 5	104	382003 CUSTODIAL WORKER III	73
NEITHER SEX DOMINANT	16	70% OR MORE FEMALE	640
899015 LABORER I	16	201001 SECRETARY I	33
70% OR MORE FEMALE	88	202003 STENOGRAPHER, CLERK II	7
206003 CLERK FILE II	13	207006 WORD PROC OPERATOR II	12
209002 TYPIST I	17	209004 TYPIST III	24
213002 DATA ENTRY OPER	13	209006 ADMIN AIDE I	54
219005 CLERK OFFICE II	45	209015 CLERK, ASSESSING II	48
		209017 CLERK, APPRAISAL II	69
GRADE 6	497	213004 DATA ENTRY OPER III	48
NEITHER SEX DOMINANT	124	216003 CLERK, STATISTICAL II	6
231002 MAIL CLERK II	18	219002 CLERK, ACCOUNTING II	25
311002 FOOD SERVICE WKR II	65	219007 CLERK, ADMIN II	80
382002 CUSTODIAL WORKER II	41	219011 HUMAN SERVICES AIDE	22
70% OR MORE MALE	17	235002 SWITCHBOARD OPER II	10
018009 SURVEY AIDE I	6	237003 RECEPTIONIST II	14
372002 SECURITY GUARD II	11	249006 LIBRARY CLERK II	8
70% OR MORE FEMALE	356	249011 MED RECORDS CLERK II	8
202002 STENOGRAPHER CLK I	6	311003 FOOD SERVICE WKR III	28
207005 WRD PROCESSOR OPER I	6	315001 COOK I	8
209003 TYPIST II	62	354001 HOME ATTENDANT	65
209014 CLERK, ASSESSING I	41	355005 NURSE AIDE I	71
209016 CLERK, APPRAISER I	41		
213003 DATA ENTRY OPER II	37		
219006 CLERK, ADMIN I	101		
237002 RECEPTIONIST I	32		
361002 LAUNDRY WORKER	10		
979001 CLERK, MICROFILM I	10		

GRADE 11 579

NEITHER SEX DOMINANT 134  
 166002 EMPLOYMENT INTERVIEWER 85  
 168084 DRIVERS SERV SPEC I 18  
 191046 APPRAISER II 19  
 213055 COMPUTER OPER TECH III 6  
 319001 FOOD SERVICE MGR I 6

70% OR MORE MALE 216  
 005023 DESIGN TECH II 18  
 018004 ENGINEERING TECH II 53  
 029006 LABORATORY TECH III 21  
 160074 AUDITOR I 6  
 168008 INSPCT WGHTS&MSURES II 7  
 187032 VETERANS SERV OFFICER 8  
 191010 RIGHT-OF-WAY AGENT II 6  
 195015 CMTY CORRECTIONS SPEC I 8  
 379017 GVV ENF OFFICER I 68  
 431005 FISH HATCH ASST MGR I 7  
 452011 FIELD TECH I 8  
 899004 MAINT WORKER IV 6

70% OR MORE FEMALE 229  
 045010 COUNSELOR, REHAB I 18  
 079003 LIC PRACTICAL NURSE III 34  
 160013 ACCOUNTING SPEC I 23  
 168001 REVIEWER, QUAL CONTROL 12  
 168018 COMPLIANCE SPEC I 7  
 169009 ADMIN ASSISTANT II 28  
 195008 SOCIAL WORKER I 36  
 195081 ELIGIBILITY TECH II 53  
 201005 SECRETARY, ADMIN II 18

GRADE 12 595

NEITHER SEX DOMINANT 314  
 160125 TAX EXAMINER 8  
 166003 EMPLOYMENT SPECIALIST 106  
 166053 HAB TRAINING SPEC 12  
 168019 COMPLIANCE SPEC II 15  
 168073 PESTICIDE SPEC I 6  
 169019 DIS CLAIM EXAM II 6  
 195009 SOCIAL WORKER II 132  
 195076 ALCOHOL REHAB COUNS II 8  
 241027 CLAIMS EXAMINER I 21

70% OR MORE MALE 202  
 005014 ENGINEER, CIVIL I 10  
 005024 DESIGNER I 18  
 013018 LAND USE SPEC I 8  
 029008 LABORATORY SUPV I 10  
 040012 FORESTER II 15  
 160084 AUDITOR, MUNICIPAL I 6  
 191047 APPRAISER III 23  
 191049 APPRIASER SUPV I 30  
 195016 CMTY CORRECTIONS SUP II 16  
 209022 WTR RIGHTS ANALYST SUPV 18  
 319016 COR FOOD SUPV II 6  
 372006 CORRECTIONAL SERGEANT 20  
 413016 WILDLIFE AREA MGR I 7  
 823006 COMMUNICATION TECH I 6

70% OR MORE FEMALE 79  
 075001 NURSE, PROFESSIONAL I 10  
 160014 ACCOUNT SPECIALIST II 22  
 169010 ADMIN ASSISTANT IV 24  
 195082 ELIGIBILITY TECH SUPVR 23

GRADE 13 615

NEITHER SEX DOMINANT 111  
 020021 MANAGEMENT ANALYST I 6  
 045012 COUNSELOR, REHAB III 7  
 166009 TRAINING OFFICER II 16  
 166058 PERSONNEL SPECIALIST 12  
 169011 ADMIN OFFICER I 34  
 187026 PROGRAM SPECIALIST II 9  
 191050 APPRAISAL SUPVR I 9  
 195020 SOCIAL WORKER SUPV II 6  
 199007 PLANNER III 6  
 355018 HAB RELIEF SUPVR 6

70% OR MORE MALE 378  
 005015 ENGINEER, CIVIL II 14  
 005025 DESIGNER II 16  
 012008 PROGRAMMER/ANALYST II 16  
 018005 ENGINEERING TECH III 123  
 029009 LABORATORY HELPER 12  
 029022 ENVIRONMENTAL SPEC II 6  
 040013 FORESTER III 12  
 041028 FISH WILDLIFE BIOL II 8  
 045019 COUNS, EMPLOYMENT II 27  
 160127 REVENUE AGENT I 7  
 166004 EMPLOYM INTERV SUPRV 17  
 168100 LVSTK INVESTIGATOR/SUPV 18  
 168103 SAFETY/HEALTH SPEC II 14  
 168129 FIELD REPRESENTATIVE II 20  
 195017 CMTY CORRECT SPEC III 18  
 199058 RESEARCH SPEC II 11  
 375002 EMERGENCY MGMT SPEC I 23  
 379005 FISH&GAME WARDEN II 9  
 431006 FISH HATCHERY MGR I 7

70% OR MORE FEMALE 126  
 041033 MICROBIOLOGIST 6  
 075002 NURSE, PROFESSIONAL II 19  
 075011 NURSE, PSYCHIATRIC II 15  
 160015 ACCOUNTING SPEC III 23  
 169020 DIS CLAIM EXAMINER III 6  
 195010 SOCIAL WORKER III 42  
 195087 LONG-TERM CARE SPEC 8  
 241028 CLAIMS EXAMINER II 7



NEITHER SEX DOMINANT	128
012009 PROGRAMMER/ANALYST II	17
054016 PROJECT EVALUATOR II	6
079011 RECREATION THERAPIST	9
160016 ACCOUNTANT I	8
165006 INFORMATION OFFICER II	7
166034 EMPLOY&TRNG SPEC IV	11
166055 PERSONNEL SPEC III	6
169012 ADMIN OFFICER II	40
187011 PROGRAM OFFICE I	9
188031 COUNTY WELFARE DIR	7
355020 COTTAGE SUPVR II	8

70% OR MORE MALE	511
005016 ENGINEER, CIVIL III	31
005026 DESIGNER III	16
019004 ENGINEER, TRAFFIC III	9
019011 ENGINEERING OFFICER I	6
019018 UTILITY AGENT	7
020022 MGMNT ANALYST II	7
029023 ENVIRONMENTAL SPEC III	13
040051 RECLAMATION SPEC II	9
041029 FISH WILDLIFE BIOL III	60
079020 SANITARIAN II	9
120001 CHAPLAIN	6
160077 AUDITOR IV	13
160113 BANK EXAMINER III	6
160128 REVENUE AGENT II	7
166010 TRAINING OFFICER III	9
166026 EMPLOYMENT MNCR I	15
168098 BUILDING CODES INSP	16
191012 RIGHT OF WAY AGENT IV	7
191051 APPRAISAL SUPVR III	7
199008 PLANNER IV	7
199059 RESEARCH SPEC III	11
375003 HWY PATROL SERGEANT	23
375014 HWY PATROL OFFICER II	126
378006 EMERGENCY MGMT SPEC II	8
379021 FISH & GAME WARDEN III	54
620006 DIVISION SHOP SUPT	11
899008 DIVISION MAINTENANCE SUPT	18

70% OR MORE FEMALE	38
075003 NURSE PROFESSIONAL III	7
075012 NURSE PSYCHIATRIC III	14
195021 SOCIAL WORKER SUPVR	17

NEITHER SEX DOMINANT	177
020023 MANAGEMENT ANALYST III	8
079056 HEALTH SER PGM SUPVR	6
110002 LAWYER II	12
160017 ACCOUNTANT II	14
165007 INFORMATION OFFICER III	8
166064 PERSONNEL OFFICER II	8
169013 ADMIN OFFICER III	51
169032 HEARING OFFICER III	7
169098 CENTRALIZED SER MGR I	7
187012 PROGRAM OFFICER II	28
188014 CNTY WELFARE DIR II	16
199009 PLANNER V	6
241030 CLAIMS EXAMINER SUPVR	6

70% OR MORE MALE	231
005017 CIVIL ENGINEER IV	23
005027 DESIGN SUPVR	6
005054 ENVRNMTL ENG III	12
012010 PRGMMR/ANALYST III	37
029024 ENVIRNMTL SPEC V	9
040015 FOREST SUPVR	23
041030 FISHRS & WLDLF BIO IV	10
045006 PSYCHOLOGIST III	7
160086 AUDITOR, MUNICIPAL III	7
166046 EMPLOY ASST MGR II	6
182005 FIELD PROJ MGR	54
195022 SOCIAL WKR SUPVR III	13
199040 WATER RIGHT AREA SPVR II	9
199060 RESEARCH SPEC IV	6
375004 HWY PATROL LIEUTENANT	9

70% OR MORE FEMALE	7
075006 PHARMACIST SUPVR	7

GRADE 16	238
NEITHER SEX DOMINANT	49
099042 EDUCATON PGM REP	36
188015 CNTY WELFARE DIR III	7
195066 HUMAN SERVICE MGR I	6

70% OR MORE MALE	189
005018 CIVIL ENGINEER V	28
012019 SYSTEMS ANALYST	20
020057 SOFTWARE SPEC III	10
029035 ENVIRONMENTAL PGM MGR I	6
040045 RESOURCE PGM MGR I	7
041031 FISHRS & WLDLF BIO SUP	20
160018 ACCOUNTANT III	6
160107 ACCTG & FISCAL MGR II	6
165015 INFORMATION OFFICER IV	8
166028 EMPLOYMENT MGR III	7
168115 REGULATORY PGM MGR I	12
169164 ADMIN OFFICER IV	30
188074 PARK PROGRAM MGR	6
191054 AREA APPRAISAL SUPVR	8
375005 HIGHWAY PATROL CAPTAIN	7
379009 F & G WARDEN CAPTAIN	8

## GRADE 8

837

NEITHER SEX DOMINANT	158
029003 LABORATORY AIDE I	8
094009 TEACHER AIDE II	6
223009 STOCK CLERK II	9
231003 MAIL CLERK III	9
355015 REHAB AIDE II	47
359002 COTTAGE LIFE ATTEND I	79

70% OR MORE MALE	102
018010 SURVEY AIDE II	51
372003 SECURITY GUARD III	17
407002 GROUNDSKEEPER II	8
413001 BRAND INSPECTOR II	15
431001 FISHERIES FIELD WKR I	11

70% OR MORE FEMALE	577
160119 TAX EXAMINING CLERK	7
187001 REHAB AIDE I	19
201002 SECRETARY II	55
201008 SECRETARY, LEGAL I	11
205006 EMPLOYMENT ASSISTANT	7
207002 DUPL MACH OPERATOR II	12
207007 WORD PROC OPERATOR III	85
209007 ADMINISTRATIVE AIDE II	48
209025 CLERK, APPRAISAL III	7
209026 CLERK, ASSESSING III	16
213005 DATA ENTRY SUPV I	6
215003 CLERK, PAYROLL	8
216002 CLERK, STATISTICAL III	6
219003 CLERK, ACCOUNTING III	59
219008 CLERK, ADMIN III	84
219014 CLERK, SUPERVISOR I	13
315002 COOK II	26
355004 NURSE AIDE II	6
355009 PSYCHIATRIC AIDE II	102

## GRADE 9

564

NEITHER SEX DOMINANT	58
187030 REHAB AIDE II	16
355016 HABILITATION AIDE III	29
359003 COTTAGE LIFE ATTD II	13

70% OR MORE FEMALE	317
020013 STATISTICAL TECH I	7
029004 LABORATORY TECH I	6
079001 LIC PRACTICAL NURSE I	25
160003 ACCOUNTING TECH I	58
169007 ADMIN ASSISTANT I	66
201003 SECRETARY III	52
201009 SECRETARY, LEGAL II	13
203019 WORD PROC TECHNICIAN	37
215004 PAYROLL TECHNICIAN	13
219015 CLERK SUPERVISOR III	20
249018 CLERK, CLAIMS II	7
355010 PSYCHIATRIC AIDE III	13

## GRADE 10

581

NEITHER DOMINANT	8
187031 REHAB AIDE III	8
70% OR MORE MALE	222
005022 DESIGN TECHNICIAN I	11
018003 ENGINEERING TECH I	37
029005 LABORATORY TECH II	12
191045 APPRAISER I	18
209021 WATER RIGHTS ANAL III	19
355012 SPECIAL DUTY AIDE II	28
372011 CORRECT OFFICER II	53
373004 FIREFIGHTER I ANG	8
413005 BRAND INSP SUPVR I	7
431002 FISHERIES FLD WRK II	7
431004 FISH HATCHERY WRK II	10
899003 MAINT WORKER III	12

70% OR MORE FEMALE	351
079002 LIC PRACTICAL NURSE II	60
160004 ACCOUNTING TECH II	39
160121 TAX EXAMINING TECH	8
166024 PERSONNEL TECH II	10
169008 ADMIN ASSISTANT II	35
169016 OFFICE MANAGER II	13
195080 ELIGIBILITY TECH II	125
201004 SECRETARY, ADMIN I	52
213054 COMPUTER OPER TECH II	9

GRADE 17	117
70% OR MORE MALE	117
005019 CIVIL ENGINEER MGR I	11
040046 RESOURCE PROG MGR II	20
110003 LAWYER III	25
160108 ACCTG & FISCAL MGR III	8
168116 REGULATORY PGM MGR II	8
169014 ADMIN OFFICER V	16
169176 DATA PROCESSG MGR III	10
195067 HUMAN SERVICE MGR II	13
199046 PLANNING MGR II	6
GRADE 18	94
NEITHER SEX DOMINANT	6
045030 TREATMENT UNIT SUPVR	6
70% OR MORE MALE	88
005020 CIVIL ENGINEER MGR II	9
041020 FISH & GAME REG COORD	7
110008 LAWYER IV	17
188046 CAREER EXEC ASSIGNMENT	44
899011 CHF, FIELD MAINTENANCE	11
GRADE 19	48
70% OR MORE MALE	48
110009 LAWYER V	12
188047 CAREER EXEC ASSIGNMENT	36
GRADE 20	15
70% OR MORE MALE	15
188048 CAREER EXEC ASSIGNMENT	15
GRADE 21	12
70% OR MORE MALE	12
188049 CAREER EXEC ASSIGNMENT	12
GRADE 22	7
70% OR MORE MALE	7
188050 CAREER EXEC ASSIGNMENT	7



MALE DOMINATE CLASSES  
(70%+ Male in MT System)

FEMALE DOMINATE CLASSES  
(70%+ Female in MT System)

	MALE DOMINATE CLASSES (70%+ Male in MT System)			FEMALE DOMINATE CLASSES (70%+ Female in MT System)		
	Labor Market	% Above or Below Average For Salary*	State of Montana % Above or Below Average For Salary**	Labor Market	% Above or Below Average For Salary*	State of Montana % Above or Below Average For Salary**
			Comparison To Market***			Comparison To Market***
Classes:						
GRADE 4:						
None				Office Clerk I	\$ 905	-48%
					\$ 860	-44%
GRADE 5:						
None				File Clerk II	\$ 893	-46%
				Data Entry	\$ 924	-40%
				Operator I	\$ 1,033	-37%
				Food Service	\$ 879	-43%
				Worker I	\$ 832	-49%
					\$ 939	-39%
GRADE 6:						
Security				Typist II	\$ 997	-39%
Guard II	\$ 1,205	-27%	-10%	Receptionist I	\$ 944	-43%
				Laundry	\$ 964	-38%
				Worker I	\$ 840	-49%
				Microfilm	\$ 973	-37%
				Clerk	\$ 960	-42%
				Assessing	\$ 1,023	-34%
				Clerk I	\$ 958	-42%
					\$ 994	-36%
GRADE 7:						
Letterer III	\$ 1,450	-12%	-21%	Nurse Aide I	\$ 872	-47%
Forestry				Steno Clerk II	\$ 1,091	-34%
Worker II	\$ 1,113	-32%	-3%	Word Processing	\$ 1,038	-33%
				Operator II	\$ 1,052	-36%
				Data Entry	\$ 1,072	-31%
				Operator III	\$ 1,104	-33%
				Home Attendant	\$ 910	-45%
GRADE 8:						
Grounds-keeper II	\$ 1,206	-27%	+8%	Secretary II	\$ 1,114	-32%
Survey Aide II	\$ 1,250	-24%	-6%	Accounting	\$ 1,137	-26%
				Clerk III	\$ 1,164	-25%



MALE DOMINATE CLASSES

(70%+ Male in MT System)

Labor Market	% Above or Below	State of Montana Average For	Comparison To Market***
Inspector II	-9%	\$ 1,160	-25%

Classes:

GRADE 8 (Continued):

Brand			
Inspector II	\$ 1,504	\$ 1,160	-25%

FEMALE DOMINATE CLASSES

(70%+ Female in MT System)

Labor Market	% Above or Below	State of Montana Average For	Comparison To Market***
Cook II	-34%	\$ 1,083	-24%
Rehabilitation Aide I	-29%	\$ 1,175	-22%
Program Aide	-39%	\$ 1,002	-25%
Psychiatric Aide II	-28%	\$ 1,191	-21%
Duplicating Machine Operator II	-28%	\$ 1,177	-28%

Classes:

GRADE 8 (Continued):

Cook II	\$ 1,083	\$ 1,169	-24%
Rehabilitation Aide I	\$ 1,175	\$ 1,199	-22%
Program Aide	\$ 1,002	\$ 1,156	-25%
Psychiatric Aide II	\$ 1,191	\$ 1,212	-21%
Duplicating Machine Operator II	\$ 1,177	\$ 1,111	-28%

GRADE 9:

Drafter II	\$ 1,406	\$ 1,166	-24%
Custodial Supv. I	\$ 1,272	\$ 1,213	-21%
Warehouse Worker II	\$ 1,586	\$ 1,166	-24%
Research Aide III	\$ 1,556	\$ 1,166	-24%
Special Duty Aide	\$ 1,276	\$ 1,276	-17%
Graphic Artist III	\$ 1,558	\$ 1,244	-19%

GRADE 9:

Payroll Tech.	\$ 1,277	\$ 1,288	-17%
Legal Secretary II	\$ 1,204	\$ 1,252	-19%
Data Entry Supv. II	\$ 1,554	\$ 1,304	-15%
Clerk, Supv. II	\$ 1,288	\$ 1,313	-15%
Baker II	\$ 1,092	\$ 1,244	-19%
Word Processing Technician	\$ 1,181	\$ 1,259	-18%
Administrative Assistant I	\$ 1,303	\$ 1,270	-16%

GRADE 10:

Maintenance Worker III	\$ 1,382	\$ 1,378	-11%
Engineering Tech. I	\$ 1,486	\$ 1,337	-13%
Agricultural Research Tech. I	\$ 1,248	\$ 1,368	-11%

GRADE 10:

Licensed Practical Nurse II	\$ 1,179	\$ 1,338	-13%
Library Tech. II	\$ 960	\$ 1,357	-12%
Accounting Tech. II	\$ 1,364	\$ 1,426	-8%

FEMALE DOMINATE CLASSES  
(70%+ Female in MT System)

(70%+ Female in RT System)

Labor Market		State of Montana		State of Montana	
	% Above or Below	% Above or Below	% Above or Below	Average For All Classes**	State of Montana
Average	Average For	Average For	Average For	Average For	Comparison
Salary*	All Classes**	Salary	All Classes**	Salary	To Market***
Classes:					
Classes:					

MALE DOMINATE CLASSES  
(70%+ Male in MT System)

(70%+ Male in MT System)

	Labor Market		State of Montana		State of Montana Comparison
	Average Salary*	% Above or Below Average For All Classes**	Average Salary	% Above or Below Average For All Classes**	
<b>Classes:</b>					
<b>GRADE 10 (Continued):</b>					
Field Tech. I	\$ 1,374	-16%	\$ 1,368	-11%	+5%
Fish Hatchery Worker II	\$ 1,312	-20%	\$ 1,425	-8%	+12%
Water Rights Analyst III	\$ 1,578	-4%	\$ 1,316	-15%	-11%
Correctional Officer II	\$ 1,533	-7%	\$ 1,425	-8%	-1%
<b>GRADE 11:</b>					
Stationary Engineer II	\$ 1,714	+4%	\$ 1,597	+3%	-1%
Photographer I	\$ 1,572	-4%	\$ 1,474	-4%	0%
Design Tech. II	\$ 1,817	+10%	\$ 1,506	-2%	-12%
Engineering Tech. II	\$ 1,676	+2%	\$ 1,581	-2%	0%
Right of Way Agent	\$ 1,972	+20%	\$ 1,355	-12%	-32%
GVW Enforcement Officer I	\$ 1,433	-13%	\$ 1,470	-5%	+8%
Communication Tech. II	\$ 1,693	+3%	\$ 1,474	-4%	-7%
Laborer***	\$ 1,498	-9%	\$ 1,442	-7%	+2%
<b>GRADE 12:</b>					
Maintenance Supv. I	\$ 1,874	+14%	\$ 1,739	+13%	-1%
Wildlife Area Manager I	\$ 1,700	+3%	\$ 1,882	+22%	+19%
Microbiologist II	\$ 1,865	+13%	\$ 1,723	+12%	-1%
Community Corrections Spec. II	\$ 1,803	+10%	\$ 1,584	+3%	-7%
Correctional Sergeant	\$ 1,826	+11%	\$ 1,647	+7%	-4%

**FEMALE DOMINATE CLASSES**  
(70%+ Female in MT System)

Labor Market		State of Montana		Labor Market		State of Montana	
	% Above or Below	Average	For	% Above or Below	Average	For	State of Montana
			Comparison			Comparison	
Salary*	All Classes**	Salary	All Classes** To Market***	Salary*	All Classes**	Salary	All Classes** To Market***

Classes:

GRADE 12 (Continued):

Laboratory					
Supv. I	\$ 2,248	+37%	\$ 1,807	+17%	-20%
Water Rights					
Analyst Supv.	\$ 2,045	+24%	\$ 1,603	+4%	-20%
Truck Driver					
Under					
5-Ton****	\$ 1,609	-2%	\$ 1,612	+4%	+6%

GRADE 13:

[illegible]

## GRADE 14:

Building Codes			Professional								
Inspector	\$ 1,930	+17%	\$ 1,864	+21%	+4%	Nurse III	\$ 2,061	+25%	\$ 2,029	+31%	+6%
Architect II	\$ 2,608	+59%	\$ 1,970	+28%	-31%						
Hydrologist III	\$ 2,565	+56%	\$ 1,824	+18%	-38%						
Forester IV	\$ 2,206	+34%	\$ 2,016	+31%	-3%						

MALE DOMINATE CLASSES  
(70%+ Male in MT System)

	Labor Market		State of Montana		Labor Market		State of Montana	
	% Above or Below	Average For	% Above or Below	Average For	% Above or Below	Average For	% Above or Below	Average For
		Salary**		Salary**		Salary**		Salary**
		All Classes**		All Classes**		All Classes**		All Classes**
		Comparison		Comparison		Comparison		Comparison
		To Market***		To Market***		To Market***		To Market***

Classes:

GRADE 14 (Continued):

Environmental								
Spec. III	+33%	\$ 2,186	+20%	\$ 1,850	-13%			
Pharmacist	+40%	\$ 2,302	+26%	\$ 1,951	-14%			
Employment Mgr.	+40%	\$ 2,302	+35%	\$ 2,088	-5%			
Highway Patrol								
Sergeant	+47%	\$ 2,415	+44%	\$ 2,218	-3%			
Highway Patrol								
Officer II	+21%	\$ 1,983	+36%	\$ 2,104	+15%			
Planner IV	+39%	\$ 2,293	+25%	\$ 1,935	-14%			
Emergency Mgmt.								
Spec. II	+23%	\$ 2,022	+22%	\$ 1,882	+1%			
Designer III	+42%	\$ 2,338	+37%	\$ 2,121	-5%			
Right of Way								
Agent IV	+45%	\$ 2,392	+36%	\$ 2,104	-9%			
Pilot	+36%	\$ 2,240	+19%	\$ 1,839	-17%			
Carpenter***	+16%	\$ 1,910	+17%	\$ 1,800	+1%			

GRADE 14 (Continued):

GRADE 15:

Programmer								
Analyst III	+53%	\$ 2,516	+46%	\$ 2,260	-7%			
Environmental								
Engineer III	+60%	\$ 2,636	+43%	\$ 2,208	-17%			
Software								
Spec. II	+48%	\$ 2,441	+39%	\$ 2,150	-9%			
Forensic								
Scientist III	+51%	\$ 2,482	+44%	\$ 2,226	-7%			
Social Worker								
Supv. III	+51%	\$ 2,493	+46%	\$ 2,260	-5%			
Design Supv.	+71%	\$ 2,811	+56%	\$ 2,411	-15%			
Field Project								
Manager	+47%	\$ 2,415	+50%	\$ 2,318	+3%			

GRADE 15:

Psychiatric								
Nurse IV	+56%	\$ 2,562	+45%	\$ 2,246	-11%			
Public Health								
Nurse Consultant I	+34%	\$ 2,207	+42%	\$ 2,188	+8%			

MALE DOMINATE CLASSES  
(70%+ Male in MT System)

Labor Market	% Above or Below Average For All Classes**	State of Montana Average Salary	% Above or Below Average For Comparison To Market***
Appraiser	+47%	\$ 2,395	+55%
Working Shop Foreman****	+23%	\$ 1,922	+24%

Classes:

GRADE 15 (Continued):

Review

Appraiser	\$ 2,427	+47%	\$ 2,395	+55%	+8%
Working Shop Foreman****	\$ 2,021	+23%	\$ 1,922	+24%	+1%

TOTAL MALE

AVERAGES

\$ +983	+14.04%	\$ +660	+9.43%	- .77%
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TOTAL FEMALE

AVERAGES

\$ -1,020	-23.18%	\$ -730	-16.53%	+6.59%
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\* Average salaries for all employers surveyed in the Montana 1984 Salary Survey. Salaries reported by surveyed employers in the In-State Market were used for classes below grade 13. Salaries reported by surveyed employers in the Out-of-State Market were used for classes in grades 13 and above.

\*\* The mean of all classes included in the survey listed in the Table.

\*\*\* The difference in percentage points between Montana's job salary to mean percentage and Labor Market's job salary to mean salary percentage.

\*\*\*\* Classes under the Blue Collar Plan.

FEMALE DOMINATE CLASSES  
(70%+ Female in MT System)

Labor Market	% Above or Below Average For All Classes**	State of Montana Average Salary	% Above or Below Average For Comparison To Market***
Appraiser	+47%	\$ 2,395	+55%
Working Shop Foreman****	+23%	\$ 1,922	+24%

Classes:

GRADE 15 (Continued):

Review

Appraiser	\$ 2,427	+47%	\$ 2,395	+55%	+8%
Working Shop Foreman****	\$ 2,021	+23%	\$ 1,922	+24%	+1%

TOTAL MALE

AVERAGES

\$ +983	+14.04%	\$ +660	+9.43%	- .77%
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TOTAL FEMALE

AVERAGES

\$ -1,020	-23.18%	\$ -730	-16.53%	+6.59%
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\* Average salaries for all employers surveyed in the Montana 1984 Salary Survey. Salaries reported by surveyed employers in the In-State Market were used for classes below grade 13. Salaries reported by surveyed employers in the Out-of-State Market were used for classes in grades 13 and above.

\*\* The mean of all classes included in the survey listed in the Table.

\*\*\* The difference in percentage points between Montana's job salary to mean percentage and Labor Market's job salary to mean salary percentage.

\*\*\*\* Classes under the Blue Collar Plan.



MALE DOMINATE CLASSES  
(70%+ Male in MT System)FEMALE DOMINATE CLASSES  
(70%+ Female in MT System)

	State of Idaho		State of Montana		State of Idaho		State of Montana	
	% Above or Below	Average For All Classes**	% Above or Below	Average For All Classes**	% Above or Below	Average For All Classes**	% Above or Below	Average For All Classes**
		Salary*		Salary*		Salary*		Salary*

Classes:

## GRADE 7:

None

## GRADE 7:

Word Processing

Operator II	\$ 1,130	-38%	\$ 1,038	-38%	0%
Habilitation Aide I	\$ 1,146	-37%	\$ 1,020	-38%	-1%
Home Attendant	\$ 1,013	-44%	\$ 1,143	-32%	+12%

## GRADE 8:

Survey Aide II	\$ 1,053	-42%	\$ 1,084	-35%	+7%
Brand Inspector II	\$ 1,533	-15%	\$ 1,160	-31%	-16%
Psychiatric Aide II			\$ 1,234	-32%	-27%
Duplicating Machine Operator II	\$ 1,353	-25%	\$ 1,111	-34%	-9%

## GRADE 9:

Drafter II	\$ 1,407	-22%	\$ 1,166	-30%	-8%
Research Aide III	\$ 2,114	+17%	\$ 1,166	-30%	-47%
Spec.Duty Aide	\$ 1,234	-32%	\$ 1,276	-24%	+8%
Word Processing Technician	\$ 1,320	-27%	\$ 1,259	-25%	+2%
Administrative Assistant I	\$ 1,736	-4%	\$ 1,270	-24%	-20%

## GRADE 10:

Eng. Tech. I	\$ 1,428	-21%	\$ 1,337	-20%	+1%
Fish Hatchery Worker II	\$ 1,213	-33%	\$ 1,425	-15%	+18%
Water Rights Analyst III	\$ 1,470	-19%	\$ 1,316	-21%	-2%
Correctional Officer II	\$ 1,287	-29%	\$ 1,425	-15%	+14%
Library Tech. II	\$ 1,331	-27%	\$ 1,357	-19%	+8%
Eligibility Tech. I	\$ 1,279	-29%	\$ 1,358	-19%	+10%

MALE DOMINATE CLASSES  
(70%+ Male in MT System)

	State of Idaho	% Above or Below	State of Montana	
	Average For	Average For	Average For	State of
	Salary*	All Classes**	Salary*	Montana
	Salary*	All Classes**	Salary*	Comp. to
	Salary*	All Classes**	Salary*	Idaho***

Classes:

GRADE 11:

Photographer I	\$ 1,485	-18%	\$ 1,474	-12%	+6%
Design Tech. II	\$ 1,636	-10%	\$ 1,506	-10%	0%
Right of Way					
Agent II	\$ 2,071	+14%	\$ 1,355	-19%	-33%
GVW Enforcement					
Officer I	\$ 1,423	-21%	\$ 1,470	-12%	+9%
Communication					
Tech II	\$ 1,450	-20%	\$ 1,474	-12%	+8%

GRADE 12:

Wildlife Area					
Manager I	\$ 1,658	-8%	\$ 1,582	+13%	+21%
Micro-					
biologist II	\$ 1,778	-2%	\$ 1,723	+3%	+5%
Community					
Corrections					
Spec. II	\$ 1,775	-2%	\$ 1,584	-5%	-3%
Correctional					
Sergeant	\$ 1,873	+3%	\$ 1,647	-1%	-4%
Laboratory					
Supv. I	\$ 2,173	+20%	\$ 1,807	+8%	-12%
Water Rights					
Analyst Supv	\$ 1,844	+2%	\$ 1,603	-4%	-6%

GRADE 13:

Civil Eng. II	\$ 2,327	+28%	\$ 1,749	+5%	-23%
Fish & Wildlife					
Biologist II	\$ 1,761	-3%	\$ 1,660	+1%	+4%
Reclamation					
Specialist	\$ 2,368	+31%	\$ 1,602	-4%	-35%
Fish & Game					
Warden II	\$ 1,977	+9%	\$ 1,675	0%	-9%
Eng. Tech. III	\$ 2,114	+17%	\$ 1,895	+13%	-4%
Fish Hatchery					
Manager I	\$ 1,873	+3%	\$ 2,027	+21%	+18%

FEMALE DOMINATE CLASSES  
(70%+ Female in MT System)

	State of Idaho	% Above or Below	State of Montana	
	Average For	Average For	Average For	State of
	Salary*	All Classes**	Salary*	Montana
	Salary*	All Classes**	Salary*	Comp. to
	Salary*	All Classes**	Salary*	Idaho***

Classes:

GRADE 11:

Accounting					
Spec. I	\$ 1,470	-19%	\$ 1,516	-9%	+10%
Chemist I	\$ 1,470	-19%	\$ 1,375	-18%	+1%
Social Wrkr. I	\$ 1,324	-27%	\$ 1,414	-15%	+12%

GRADE 12:

Professional					
Nurse I	\$ 1,440	-21%	\$ 1,536	-8%	+13%
Eligibility					
Tech. Supv.	\$ 2,090	+15%	\$ 1,691	+1%	-14%

GRADE 13:

Professional					
Nurse II	\$ 1,741	-4%	\$ 1,776	+6%	+10%

MALE DOMINATE CLASSES (70%+ Male in MT System)										FEMALE DOMINATE CLASSES (70%+ Female in MT System)									
State of Idaho					State of Montana					State of Idaho					State of Montana				
% Above or Below					% Above or Below					% Above or Below					% Above or Below				
Average For All Classes**					Average For All Classes**					Average For All Classes**					Average For All Classes**				
Salary*					Salary*					Salary*					Salary*				
Classes:										Classes:									
GRADE 14:										GRADE 14:									
Building Code										Professional									
Inspector	\$ 2,069	+14%	\$ 1,864	+12%						Nurse III	\$ 1,741	-4%	\$ 2,029	+21%					+25%
Architect II	\$ 2,125	+17%	\$ 1,970	+18%															
Hydrologist III	\$ 2,206	+22%	\$ 1,824	+9%															
Environmental																			
Spec. III	\$ 2,015	+11%	\$ 1,850	+11%															
Pharmacist	\$ 2,220	+23%	\$ 1,951	+17%															
Employment																			
Manager	\$ 2,456	+36%	\$ 2,088	+25%															
Highway Patrol																			
Sergeant	\$ 2,294	+27%	\$ 2,218	+33%															
Highway Patrol																			
Officer I	\$ 1,977	+9%	\$ 2,104	+26%															
Planner IV	\$ 2,109	+16%	\$ 1,935	+16%															
Designer III	\$ 2,114	+17%	\$ 2,121	+27%															
Pilot	\$ 2,541	+40%	\$ 1,839	+10%															
GRADE 15:										GRADE 15:									
None										None									
Programmer																			
Analyst III	\$ 2,414	+33%	\$ 2,260	+35%															
Environmental																			
Engineer III	\$ 2,248	+24%	\$ 2,208	+32%															
Software																			
Spec. II	\$ 2,209	+22%	\$ 2,150	+29%															
Forensic																			
Scientist II	\$ 2,173	+20%	\$ 2,226	+33%															
Social Worker																			
Supv. III	\$ 2,450	+35%	\$ 2,260	+35%															
Design Supv.	\$ 2,752	+52%	\$ 2,411	+44%															
Field Project																			
Manager	\$ 2,327	+28%	\$ 2,318	+39%															
Review																			
Appraiser	\$ 2,308	+27%	\$ 2,395	+43%															
TOTAL MALE										TOTAL FEMALE									
AVERAGES	\$ +320	+7.11%	\$ +248	+5.51%						AVERAGES	\$ -305	-20.33%	\$ -278	-18.53%					

\* Idaho's average salaries from the Salary Survey Questionnaire completed by the State of Idaho for the 1954 Montana's Salary Survey.

\*\* The mean salary for all classes included in the survey for which the State of Idaho was able to provide data - i.e., all classes listed in the Table.

\*\*\* The difference in percentage points between Montana's job salary to mean salary percentage and Idaho's job salary to mean salary percentage.

## Comparison Between Impact of State of Montana and State of Minnesota Pay Practices on Male/Female Dominate Job Classes

MALE DOMINATE CLASSES (70%+ Male in MT System)		FEMALE DOMINATE CLASSES (70%+ Female in MT System)			
State of Minnesota	State of Montana	State of Minnesota	State of Montana	State of Minnesota	State of Montana
% Above or Below Average For Salary** All Classes**	% Above or Below Average For Salary** All Classes**	% Above or Below Average For Salary** All Classes**	% Above or Below Average For Salary** All Classes**	% Above or Below Average For Salary** All Classes**	% Above or Below Average For Salary** All Classes**
Classes:	Classes:	Classes:	Classes:	Classes:	Classes:
<u>GRADE 6:</u>		<u>GRADE 6:</u>		<u>GRADE 6:</u>	
Security		Assessing			
Guard II	\$ 1,121	Clerk I	\$ 1,250	\$ 994	-41%
					+1%
<u>GRADE 7:</u>		<u>GRADE 7:</u>		<u>GRADE 7:</u>	
Forestry		Word Processing			
Worker II	\$ 1,411	Operator II	\$ 1,334	\$ 1,038	-38%
					0%
<u>GRADE 8:</u>		<u>GRADE 8:</u>		<u>GRADE 8:</u>	
Survey Aide II	\$ 1,919	Rehabilitation			
		Aide I	\$ 1,629	\$ 1,199	-25%
		Psychiatric			-4%
		Aide II	\$ 1,358	\$ 1,212	-37%
		Duplicating			-28%
		Machine			
		Operator II	\$ 1,254	\$ 1,111	-42%
					+8%
<u>GRADE 9:</u>		<u>GRADE 9:</u>		<u>GRADE 9:</u>	
Special Duty		Word Processing			
Aide	\$ 1,681	Technician	\$ 1,475	\$ 1,259	-32%
					-25%
					+7%
<u>GRADE 10:</u>		<u>GRADE 10:</u>		<u>GRADE 10:</u>	
Engineering		Library			
Tech. I	\$ 2,207	Tech. II	\$ 1,667	\$ 1,357	-23%
Field Tech. I	\$ 1,591				+7%
Fish Hatchery					
Worker II	\$ 1,637				+8%
Correctional					
Officer II	\$ 1,786				+1%
					-16%



MALE DOMINATE CLASSES

(70%+ Male in MI System)

State of Minnesota	Average For	State of Montana	% Above or Below	Average For	State of Montana
Average For	Average For	Average For	Average For	Average For	Average For
Salary*	All Classes**	Salary	All Classes**	Salary	All Classes**
State of Minnesota	Average For	State of Montana	% Above or Below	Average For	State of Montana
Average For	Average For	Average For	Average For	Average For	Average For
Salary*	All Classes**	Salary	All Classes**	Salary	All Classes**

Classes:

GRADE 11:

Photographer I	\$ 1,642	-24%	\$ 1,474	-13%	+11%
Design Tech. II	\$ 2,207	+2%	\$ 1,506	-11%	-13%
Eng. Tech. II	\$ 2,748	+27%	\$ 1,581	-6%	-33%
Right of Way					
Agent II	\$ 2,402	+11%	\$ 1,355	-20%	-31%
Communication					
Tech. II	\$ 2,038	-6%	\$ 1,474	-13%	-7%

GRADE 12:

Wildlife Area					
Manager I	\$ 1,911	-11%	\$ 1,882	+12%	+23%
Microbiologist II	\$ 2,134	-1%	\$ 1,723	+2%	+3%
Community					
Corrections					
Spec. II	\$ 2,064	-4%	\$ 1,584	-6%	-2%
Correctional					
Sergeant	\$ 2,148	0%	\$ 1,647	-2%	-2%

GRADE 13:

Civil					
Engineer II	\$ 2,270	+5%	\$ 1,749	+4%	-1%
Fish & Wildlife					
Biologist II	\$ 2,136	-1%	\$ 1,660	-2%	-1%
Reclamation					
Specialist I	\$ 1,946	-10%	\$ 1,602	-5%	+5%
Auditor III	\$ 2,279	+6%	\$ 1,709	+1%	-5%
Fish & Game					
Warden II	\$ 2,014	-7%	\$ 1,675	-1%	+6%
Engineering					
Tech. III	\$ 2,762	+28%	\$ 1,895	+12%	-16%
Fish Hatchery					
Manager I	\$ 1,914	-11%	\$ 2,027	+20%	+31%

FEMALE DOMINATE CLASSES

(70%+ Female in MI System)

State of Minnesota	Average For	State of Montana	% Above or Below	Average For	State of Montana
Average For	Average For	Average For	Average For	Average For	Average For
Salary*	All Classes**	Salary	All Classes**	Salary	All Classes**
State of Minnesota	Average For	State of Montana	% Above or Below	Average For	State of Montana
Average For	Average For	Average For	Average For	Average For	Average For
Salary*	All Classes**	Salary	All Classes**	Salary	All Classes**

Classes:

GRADE 11:

Computer					
Programmer I	\$ 1,732	-20%	\$ 1,355	-20%	0%
Accounting					
Spec. I	\$ 1,744	-19%	\$ 1,516	-10%	+9%
Chemist I	\$ 1,549	-28%	\$ 1,375	-18%	+10%

GRADE 12:

Professional					
Nurse I	\$ 1,960	-9%	\$ 1,536	-9%	0%

GRADE 13:

Professional					
Nurse II	\$ 1,960	-9%	\$ 1,778	+5%	+14%

MALE DOMINATE CLASSES (70%+ Male in MT System)				FEMALE DOMINATE CLASSES (70%+ Female in MT System)			
State of Minnesota		State of Montana		State of Minnesota		State of Montana	

\* Minnesota's average salaries from the Salary Survey Questionnaire completed by Minnesota for the 1984 Montana's Salary Survey.

\*\* The mean salary for all classes included in the survey for which the State of Minnesota was able to provide data - i.e., all classes listed in the Table.

\*\*\* The difference in percentage points between Montana's job salary to mean salary percentage and Minnesota's job salary to mean salary percentage.

ALABAMA: (28,000 Classified Employees, 1,250 Job Classes, Not Unionized)

PRESENT SYSTEM: Alabama has a job evaluation system with features of both whole job and position classification. The external market is used to some extent to set pay, with the legislature approving pay structure increases. In 1982, a classification and pay survey was conducted resulting in changes to the pay plan, but not the classification system.

LEGISLATION: None.

ALASKA: (13,000 Classified Employees, 1,200 Job Classes, Unionized)

PRESENT SYSTEM: Alaska uses a whole job classification system to evaluate jobs. Salaries are aligned internally to recruit and retain employees, and are collectively bargained. External market surveys are conducted but have little impact.

STUDY ACTIVITY: \$500 thousand was allocated in the 1983-84 budget to study Alaska's classification system. The focus of the study is not comparable worth, but updating the system and validating classifications.

LEGISLATION: None.

COMMENTS: Public health nurses, who claim they're doing work comparable to that of physician's assistant, but not receiving equal pay, filed suit in 1977 based on sex discrimination. A decision in the case is expected by the end of 1984.

ARIZONA: (18,000 Classified Employees, 1,400 Job Classes, Not Unionized)

PRESENT SYSTEM: Arizona uses the whole job approach to evaluate jobs except for executive positions, covered under a point factor system. To establish wages, two salary surveys are conducted, using key benchmark positions.

STUDY ACTIVITY: A proposed study will hire consultant to devise a methodology and evaluate clerical positions. Methodology may be applied to other classes in the future.

LEGISLATION: None.

ARKANSAS: (30,000 Classified Employees, 2,000 Job Classes, Not Unionized)

PRESENT SYSTEM: Arkansas uses a point factor system developed internally in 1973. Supervisory and non-supervisory positions are evaluated against different factors than professional and managerial positions. The market is used to set salaries, with a recommendation made to the legislature for pay plan increases. A pay-for-performance evaluation system and pay plan will be implemented in 1985.

LEGISLATION: None.

COMMENTS: A Title VII sex discrimination claim against the state involves a claim of pay discrimination associated with a female-dominated pay grade.

\* Adapted from A Report of the Secretaries of Administration and Finance on the Status and Implications of Comparable Worth, Commonwealth of Virginia, 1985.

**CALIFORNIA:** (111,000 Classified Employees, Unionized)

**PRESENT SYSTEM:** California uses a position classification system. Recent legislation requires the Department of Personnel Administration to submit an annual report which focuses on pay systems in other states, and compares California classes to similar classes in these studies. Salaries are collectively bargained through 20 units, with comparable worth a factor in negotiating salaries.

**STUDY ACTIVITY:** A Pay Equity Commission is studying comparable worth in state employment.

**LEGISLATION:** Resolution passed establishing comparable worth task force but with no language to take action on any findings or adopt comparable worth. \$77 million is proposed for comparable worth adjustments, apart from salary appropriations. Comparable worth bill which would affect private sector also proposed.

**COLORADO:** (16,000 Classified Employees, 1,500 Job Classes, Unionized)

**PRESENT SYSTEM:** Colorado uses a position classification system for all positions but managers, which are classified by factor ranking. A classification study conducted in 1972, with an update in 1975, cost \$10 million. The system is now updated every 5 years. Colorado is a prevailing rate employer. Salaries are not collectively bargained.

**LEGISLATION:** Recent bills proposing a comparable worth law and study were not enacted.

**CONNECTICUT:** (40,000 Classified Employees, 2,600 Job Classes, Unionized)

**PRESENT SYSTEM:** Connecticut adopted a point factor system following a 1979 pilot study, with formal job evaluation study conducted from 1980-1983. Connecticut will phase in salary adjustments through collective bargaining with internal equity bargained the first year, and comparable worth the second. Connecticut will not compare ratings across bargaining units.

**LEGISLATION:** 1979 legislation mandated pilot study of male and female dominant classes. 1980 legislation mandated formal job evaluation and set aside \$240,000 for study.

**COMMENTS:** Connecticut State Employees Association filed suit based on pilot study. Case still pending.

**DELAWARE:** (11,000 Classified Employees, 950 Job Classes, Unionized)

**PRESENT SYSTEM:** Delaware uses a 10 year old point factor system which measures all jobs by the same factors, and collectively bargains only terms and conditions of employment. Governor recommends salary increases based on available funds; individual bargaining units then lobby the legislature for increases. The external market is not used to set salaries, but market surveys are done for jobs with high turnover.

**STUDY ACTIVITY:** Internal comparable worth survey will define issues in Delaware government, establish parameters, guidelines, and standards, and design and construct a valid procedure of classification. No money has been appropriated.

**LEGISLATION:** House Joint Resolution 23 passed in 1984, mandating comparable worth survey.

**COMMENTS:** EEOC has filed a pay equity suit on behalf of Delaware Nurses Association.



**FLORIDA:** (95,000 Classified Employees, 2,000 Job Classes, Unionized)

**PRESENT SYSTEM:** Florida uses a position classification system to evaluate jobs. The state has special pay ranges for law enforcement and nursing, but assesses pay for other positions through biennial salary survey. Florida collectively bargains for salaries through seven bargaining units.

**OTHER ACTIVITY:** The Florida Commission on the Status of Women is pursuing public hearings regarding pay issues.

**LEGISLATION:** A bill requesting \$775,000 for a comparable worth study failed in the last legislative session.

**GEORGIA:** (41,000 Classified Employees, 1,470 Job Classes, Not Unionized)

**PRESENT SYSTEM:** Georgia uses a position classification system and an integrated salary scale. The integrated pay grades differentiate type of work and external market factors. Salary increases are across-the-board in the form of percentage or flat amount increases.

**STUDY ACTIVITY:** In 1975, Georgia conducted a comparable worth study with the intent of installing new classification system. The results of the study were unpopular and not adopted. Full implementation would have cost \$83 million. Study did result in across-the-board increase plus further adjustments of \$3 million.

**LEGISLATION:** None; "comparable" language in employment compensation law expunged last year.

**HAWAII:** (18,000 Classified Employees, 1,500 Job Classes, Unionized)

**PRESENT SYSTEM:** Hawaii presently uses a position description system to evaluate jobs. There is a separate salary schedule negotiated for each of 12 bargaining units. The union has a strong legislative influence.

**STUDY ACTIVITY:** Legislature has appointed commission to study comparable worth and prepare report by end of 1986. Study will focus on improvements to the system, and will address collective bargaining.

**LEGISLATION:** Bill for comparable worth law was amended to request for study.

**IDAHO:** (8,100 Classified Employees, 1,100 Job Classes, Not Unionized)

**PRESENT SYSTEM:** Point factor job evaluation system was implemented in 1976-77. Costs to implement system, funded from allocations for cost-of-living increases, were \$13 million. State statute requires pay equity. Focus is on internal equity with same points assigned same pay grade. Idaho benchmarks points rather than jobs to external market, and red-circles jobs beyond the appropriate range.

**LEGISLATION:** 1975 legislation implemented point factor system, and set forth policy of internal equity and consistency with prevailing rates.

ILLINOIS: (60,000 Classified Employees, 50,000 Covered by Contract, Unionized)

PRESENT SYSTEM: In 1969 Illinois overhauled the classification system and implemented a whole class ranking system using factors from federal civil service system. No points are applied in this system, but benchmarks are used, and jobs are assigned based upon comparison with other occupations. The state collectively bargains salaries, using market comparisons.

STUDY ACTIVITY: Pilot study of 12 male and 12 female dominate classes was recently conducted using a point factor methodology. The study focused on internal equity, with no consideration of the external market.

LEGISLATION: Legislation mandated pilot study to assess discrimination in pay. Bill requesting \$400,000 for total comparable worth study did not pass.

COMMENTS: Illinois Nurses' Association is now suing state based on results of pilot study.

INDIANA: (32,000 Classified Employees, 1,400 Job Classes, Some Unionization)

PRESENT SYSTEM: Indiana uses a benchmark factor classification system. The pay range is set by the legislature, not the external market. There is no collective bargaining.

STUDY ACTIVITY: Personnel Department proposed an internal study of compensation program by a Governor's Task Force. Comparable worth is one of nine issues to be addressed. Other issues include consistency with market rates, sex bias in classification; and merit increases. Report to be submitted to legislature in January 1985.

LEGISLATION: Two or three bills mandating comparable worth have failed.

IOWA: (19,000 Merit System Employees, 810 Classes)

PRESENT SYSTEM: Iowa is presently (March, 1985) converting to a quantitative point factoring system developed by a consultant.

LEGISLATION: In 1983, the Iowa Legislature authorized a study of all classified employees within the merit system to achieve comparable worth. The study, completed in May 1984, was conducted with a consultant developed quantitative point factor evaluation method with expectations of post study implementation. Concerns about the validity of the method developed by the consultant have led to authorization of another study after the first phase of implementation has been completed.

KANSAS: (30,000 Classified Employees, 1,200 Job Classes, Not Unionized)

PRESENT SYSTEM: Kansas uses a position classification system to evaluate jobs. The external market is used to some extent to set pay, with adjustments made relative to key benchmark classes.

STUDY ACTIVITY: January 1984 executive order established commission to evaluate basis of employee compensation. Study will look at basis for setting pay and other job evaluation systems but not comparable worth. Recommendations will be made by December, 1984.

LEGISLATION: None.

**KENTUCKY:** (30,000 Classified Employees, 1,300 Job Classes, Not Unionized)

**PRESENT SYSTEM:** Kentucky uses an internally developed point factor system. Pay is established based on points, internal equity and external market. In 1982, \$12 million was appropriated to get employees to minimum of new pay grades. In 1983, \$1 million was divided among those still below the new minimums. Annual increments, but no structural changes are planned for 1984 and 1985.

**LEGISLATION:** None.

**LOUISIANA:** (68,000 Classified Employees, 2,400 Classes, Not Unionized)

**PRESENT SYSTEM:** Louisiana has been using a position classification system where discrete jobs, not classes, are the focus. Internal equity has been a problem.

**STUDY ACTIVITY:** State has developed, but not implemented, new point factor system. Louisiana will benchmark to the external market by using midpoint of salary ranges. Benchmarks were designed after pay structure was developed so market won't influence factor weights. New pay scale has 50% range for each pay grade, 30 grade levels, and 5.8% between levels, and has significant fiscal impact.

**LEGISLATION:** Resolutions passed regarding different systems which might be used. No other legislation.

**MAINE:** (13,000 Classified Employees, 1,200 Classifications, Unionized)

**PRESENT SYSTEM:** Maine implemented a point factor system in 1974. Salaries are collectively bargained.

**STUDY ACTIVITY:** A comparable worth study is underway as a result of 1982 contract negotiations. The study will encompass only those employees represented by unions which negotiated for it. The study will focus on whether the point factor system adversely affects women and whether the system is equitably administered. The study report is due January 1985.

**LEGISLATION:** Commission for Women proposed legislation for comparable worth study in 1978 which was withdrawn due to union opposition. The unions then introduced legislation which would have allowed negotiation of pay rates attached to classification. This bill was vetoed by Governor.

**MARYLAND:** (52,000 Classified Employees, 3,200 Classifications, Unionized)

**PRESENT SYSTEM:** Maryland presently uses a whole job classification system. Pay structure generally lags the market. Only state police collectively bargain salaries. The Governor appointed Commission on Compensation and Personnel Policies to conduct in-depth study of system in 1979. Commission recommended factor ranking system and policies to deal with problems in recruitment, retainment and affirmative action. Recommendations were not adopted.

**STUDY ACTIVITY:** Maryland will conduct a two year study to explore alternatives to the existing whole job system and the proposed factor ranking system. The study will include a revamping of Maryland's compensation system to achieve both internal equity and external competitiveness.

**LEGISLATION:** A joint resolution was passed supporting the study.



**MASSACHUSETTS:** (60,000 Classified Employees, 1,750 Job Classes, Unionized)

**PRESENT SYSTEM:** Massachusetts has a position classification system which requires traditional job analysis using job specifications. The state collectively bargains salaries, but not classifications. The external market is used in setting salary ranges.

**STUDY ACTIVITY:** Massachusetts is conducting a comprehensive study which will result in a new classification system. The study will include statewide public hearings, and will encompass sex-segregation, pay inequities, compensable factors, and comparable worth, with \$75,000 appropriated for study costs. Massachusetts will implement study findings through collective bargaining.

**LEGISLATION:** None.

**MICHIGAN:** (60,000 Classified Employees, 1,500-1,800 Job Classes, Unionized)

**PRESENT SYSTEM:** In the mid 1970's Michigan converted to a benchmark factor ranking system which uses benchmark levels based on skills required in the job. Jobs are compared to benchmark positions established to represent standard. Points are applied to six compensable factors adapted to fit job families. Michigan collectively bargains salaries. External market is used as an indicator of competitiveness and internal relationships.

**STUDY ACTIVITY:** A 1982 pilot classification study noted problems with internal equity. Internal comparable worth investigation now in process. Task force will recommend strategies to remedy identified problems, with solutions implemented through collective bargaining.

**LEGISLATION:** None.

**COMMENTS:** Affirmative action initiatives include early retirement incentives to free administrative positions for qualified females and a bridge class system which enables training at no loss in pay for higher level jobs. Employees Association sued state in 1982 based on results of study. Another suit recently filed by Association because of state's delay in taking further action.

**MINNESOTA:** (34,000 Employees, 1,800 Job Classes)

**PRESENT SYSTEM:** A quantitative point factor evaluation method (Hay method) adopted to establish comparable worth in the state system.

**LEGISLATION:** In 1982 passed comparable worth legislation to establish equity between male dominated, female dominated, and balanced job classes. In 1984, legislation mandated adoption of comparable worth for each local government within the state.

**ADMINISTRATION:** In January of odd-numbered years, the Commissioner of Employee Relations submits to the legislature a list of female-dominated classes which are paid less than male-dominated classes with the same number of points. Also submitted is an estimate of the cost of full salary equalization. The Legislative Commission on Employee Relations recommends the amount to be appropriated for comparability adjustments to the legislature's money committees. Appropriated funds are assigned to the different collective bargaining units proportional to the total cost of pay equity for the persons in the job classes represented by that unit. The actual distribution of salary increases is negotiated through the collective bargaining process.

**COSTS:** Total costs are estimated at \$42 million. Approximately \$21 million in adjustments was effective on July 1, 1983. An additional \$21 million is anticipated to raise the salary of female-dominated classes to the highest salary for a male job with the same or fewer points.

**MISSISSIPPI:** (24,000 Classified Employees, 1,600 Job Classes, Not Unionized)

**PRESENT SYSTEM:** Mississippi uses a whole job classification system. Salaries are negotiated between agencies and new employees. The compensation plan has no ranges or grades, only steps which begin at minimum wage and increase by .5% to state's pay ceiling. Prevailing external wages for jobs are extrapolated to steps in the chart.

**LEGISLATION:** None.

**COMMENTS:** Mississippi is surveying comparable worth literature and identifying issues.

**MISSOURI:** (26,679 Classified Employees, 1,200 Job Classes, Unionized)

**PRESENT SYSTEM:** Except for clerical positions which are evaluated with a point factor system, Missouri has a position classification system which ranks jobs. Salaries are not collectively bargained. External salary surveys are conducted to assess competitiveness, but state pay is not consistent with the market.

**LEGISLATION:** None.

**STUDY ACTIVITY:** Missouri will conduct a comprehensive study which will look at compensation system in relation to the external market.

**NEBRASKA:** (12,000 Classified Employees, 1,200 Job Classes, Unionized)

**PRESENT SYSTEM:** Nebraska has a whole job ranking system which uses job descriptions to place jobs in classes. Points and factors are not used. The external market is used to set salaries for job families. There is no collective bargaining.

**LEGISLATION:** In 1979 the legislature passes a bill which requests an annual statistical report of sex domination in jobs and classes. Last year a bill proposing a study of all classes did not pass.

**NEVADA:** (9,500 Classified Employees, 1,100 Job Classes, Not Unionized)

**PRESENT SYSTEM:** Nevada uses a whole job comparison system. Surveys of the external market are used to recommend cost-of-living increases. Salary adjustments are recommended for specific classes to maintain internal and external consistency.

**STUDY ACTIVITY:** Study of technical and clerical positions using point factor system was disregarded by legislature because of impact. In 1982, legislature mandated a feasibility study of investigating comparable worth. Current study will look at issues and methodologies, employee demographics, potential costs, and effect on classification system. Report due to legislature in January 1985.

**LEGISLATION:** Bill mandating feasibility study of comparable worth passed in 1982.

**NEW HAMPSHIRE:** (10,000 Classified Employees, 1,450 Job Classes, Unionized)

**PRESENT SYSTEM:** New Hampshire uses a point attribute system recommended by a consultant in 1952. Nine attributes (factors) relating to skill, effort, responsibility, and working conditions are used to evaluate jobs. Salaries are collectively bargained, with the external market used to set pay grades.

**LEGISLATION:** Bills in legislature to study comparable worth have all been defeated in committee.



**NEW JERSEY:** (66,000 Classified Employees, 3,000 Job Classes, Unionized)

**PRESENT SYSTEM:** New Jersey has used a point factor job evaluation system since 1970. Points correspond to salary ranges, which aren't influenced by the external market. Salary ranges were established when system was implemented and adjustments are made through cost-of-living increases. Salaries are collectively bargained.

**STUDY ACTIVITY:** Governor's Executive Order created a Task Force to study comparable worth issue and whether state policies are discriminatory. Task Force will identify problem areas and look at the application of New Jersey's system.

**LEGISLATION:** New bill calls for periodic reports by Civil Service Commission, corrective action, and union participation on task force membership.

**NEW MEXICO:** (15,000 Classified Employees, 898 Job Classes, Some Unionization)

**PRESENT SYSTEM:** New Mexico uses whole job ranking. In 1980, the system was reviewed, inequities were found and legislature was requested to study. Instead, legislature appropriated \$3.2 million to 23 low-paid female-dominant classes, in response to a policy decision to have two pay steps between classification series. New Mexico maintains pay parity with the market. Wages are not collectively bargained.

**STUDY ACTIVITY:** New Mexico is now developing a point factor system to provide more objective and timely job evaluation; allow for better recruiting and reclassification of inflated positions; and decrease pay disparity. To set pay, male dominant classes will be benchmarked to external market. The cost of implementing the new package is about \$20 million.

**LEGISLATION:** 1981 bill appropriated \$3.2 million for pay adjustments for 3,000 employees.

**NEW YORK:** (180,000 Classified Employees, 6,000 Job Classes, Unionized)

**PRESENT SYSTEM:** New York has a position comparison system. Salaries are collectively bargained, with the external market used for recruiting purposes only.

**STUDY ACTIVITY:** A negotiated comparable worth study will look at underpayment in female and minority dominant classes in 3 bargaining units. Male jobs will be benchmarked to the external market, with female dominant jobs paid according to male benchmarks. An additional study of New York's entire classification and compensation system will include a comparable worth component. New York has set aside \$1 million to conduct the studies.

**LEGISLATION:** Legislation has been proposed to implement results of study.

**COMMENTS:** Nassau County and New York City are being sued by AFSCME on the basis of comparable worth.

**NORTH CAROLINA:** (65,000 Employees, 3,000 Job Classes)

**PRESENT SYSTEM:** North Carolina uses a traditional non-quantitative position classification system.

**LEGISLATION:** As a result of several studies showing pay disparities between male and female occupations, the 1984 General Assembly passes legislation mandating the development of a new equitable job evaluation and pay system. The job evaluation system will be quantitative point factor system and will give the external market equal weight with all other factors in determining wages.

**NORTH DAKOTA:** (10,500-11,000 Classified Employees, 950 Job Classes, Not Unionized)

**PRESENT SYSTEM:** A point factor system adapted in 1982 from Idaho's resulted from a decision to increase consistency of classification. North Dakota uses the external market as a guide for pay setting. The state is now attempting to address comparable worth problems through analysis of differences in average salary between male and female classes.

**LEGISLATION:** None.

**OHIO:** (55,624 Classified Employees, 1,680 Job Classes, Unionized)

**PRESENT SYSTEM:** Ohio uses a point factor system set up 12 years ago. The external market was considered when establishing the system, and current market surveys provide data to substantiate recruitment/retention problems. Salaries will be bargained beginning in 1984.

**STUDY ACTIVITY:** In 1983, Governor directed Bureau of Employment Services to do pay equity study. Preliminary report found jobs with same points assigned are paid the same, but that women earn only 87% of what men earn. Follow-up study is to look at sex bias in design of evaluation system, with particular attention given point values.

**LEGISLATION:** None.

**COMMENTS:** Affirmative action initiatives include pilot projects to train and place women in non-traditional jobs; Governor's Executive Order requires construction contractors to use federal guidelines regarding numbers of women and minorities hires.

**OKLAHOMA:** (27,500 Classified Employees, 1,100 Job Classes, Not Unionized)

**PRESENT SYSTEM:** Oklahoma uses a point factor system based on comparable worth and adopted in 1981. External market comparisons are made for point levels, rather than classes. State then evaluates internal equity by regression analysis. Oklahoma is competitive at entry pay level. Reclassification and pay increases cost \$90 million in 1981 and \$60 million in 1982.

**LEGISLATION:** The Legislature appropriated the funds to convert to the point factor system in 1981 after the personnel department documented problems in retaining employees.

**OREGON:** (38,000 Classified Employees, 1,200 Job Classes, Unionized)

**PRESENT SYSTEM:** Oregon has a position classification system and uses specifications to allocate jobs. Collective bargaining through 12 units uses external market data to determine pay. Oregon generally pays the going rate for jobs.

**STUDY ACTIVITY:** Oregon is establishing a point factor job evaluation system. Classification study and implementation will be done in-house, after training from consultant. New system will provide for internal equity consistent with the comparable worth approach. Resulting plan will be implemented through collective bargaining.

**LEGISLATION:** 1981 proposal was defeated. 1983 bill proposing comparable worth study and task force passed almost unanimously. Bill was very specific as to scope of study and responsibilities of task force with \$355,000 appropriated.

**PENNSYLVANIA:** (98,000 Classified Employees, 2,800 Job Classes, Unionized)

**PRESENT SYSTEM:** Pennsylvania uses a point factor system to evaluate jobs. Once a position is evaluated, it is compared with class specifications to find the proper class. Each level of work has pay range already assigned. Pennsylvania collectively bargains salaries, with market data used only for market-sensitive positions.

**LEGISLATION:** A bill which would have amended the Human Rights Law to include comparable worth failed. The bill would have required both public and private employers to pay by comparable worth standards.

**COMMENTS:** Proposed alternatives for women have included state-funded day care, advanced training, and cross-training in non-traditional jobs.

**RHODE ISLAND:** (16,000 Classified Employees, 1,250 Job Classes, Unionized)

**PRESENT SYSTEM:** Rhode Island has a position classification system dating back to the 1940's. Salaries are collectively bargained.

**LEGISLATION:** Joint Resolution set up a special legislative commission to study comparable worth and pay equity.

**SOUTH CAROLINA:** (48,000 Classified Employees, 2,200 Job Classes, Not Unionized)

**PRESENT SYSTEM:** South Carolina has a position classification system and surveys the external market to assess competitiveness and determine appropriate salary increases. South Carolina is not unionized, but the State Employee Association is active, with a strong lobbyist.

**STUDY ACTIVITY:** The Department of Personnel is developing a position paper consisting of a review of other states' activities in the comparable worth arena.

**LEGISLATION:** None.

**SOUTH DAKOTA:** (12,000 Classified Employees, 720 Job Classes, Some Unionization)

**PRESENT SYSTEM:** South Dakota uses a job audit classification system which compares the duties of jobs with class specifications to classify positions. Only transportation employees are unionized, with collective bargaining soon to be implemented. The external market is a factor in setting salaries, along with internal comparisons of comparability within class series.

**LEGISLATION:** None.

**TENNESSEE:** (40,000 Classified Employees, 1,350 Job Classes, Not Unionized)

**PRESENT SYSTEM:** Tennessee recently changed to an internally-developed point factor system to increase internal equity of classification. The system will be implemented over three years. Cost of implementation for this year is \$120 million, which includes a cost-of-living increase for 40,000 employees. The external market is used to assess competitiveness and set salaries.

**LEGISLATION:** The legislature appropriated funds to implement the point factor system.



TEXAS: (80,000 Classified Employees, 1,340 Job Classes, Some Unionization)

PRESENT SYSTEM: Approximately 80,000 employees in 163 agencies are covered by the state's compensation plan. The process of job classification has been decentralized to the agencies, which use a non-quantitative approach. The state classification officer recommends salary levels and adjustments to the legislature which makes the final decision on pay actions. The external market is considered in making salary recommendations.

LEGISLATION: None.

UTAH: (12,000 Classified Employees, 2,000 Job Classes, Not Unionized)

PRESENT SYSTEM: Utah uses a point rating system in which positions are evaluated, then assigned points and a pay grade. Jobs are ranked against each other, with internal relationships considered. Utah conducts biannual salary surveys, pays the market rate, and makes adjustments to the pay plan through cost-of-living increases. In 1965, Utah adopted a statewide merit system which bases salary increases on performance.

LEGISLATION: None.

VERMONT: (6,300 Classified Employees, 1,000 Job Classes, Unionized)

PRESENT SYSTEM: Vermont has had a point factor system since the late 1960's. Positions are allocated by match with compensable factors. Vermont collectively bargains salaries, and the external market is not considered.

STUDY ACTIVITY: Vermont will do a classification study with concurrent attention to comparable worth. Study is a comprehensive review of class allocation and alignment, for which legislature appropriated \$240,000.

OTHER ACTIVITY: Commission on Status of Women held hearings on economic issues, including pay equity, and published a report in 1983.

LEGISLATION: Legislature authorized the collective bargaining agreement which included a classification study with comparable worth as a component.

VIRGINIA: (70,000 Classified Employees, 2,100 Classes, Not Unionized)

PRESENT SYSTEM: Non-quantitative position classification methodology relying on market values within Virginia for similar positions.

LEGISLATION: In 1983, the Virginia Commission on the Status of Women published a report at the request of the General Assembly. The report showed pay inequities in wages paid to working women and recommended "comparable worth" as a solution. In 1985, the General Assembly passed Joint Resolution 35 calling for a study of changes and costs necessary should the state adopt the concept of "comparable worth."

STUDY ACTIVITY: The Secretaries of Administration and Finance submitted their report in 1985 in response to Joint Resolution 35 stating that in order to implement "comparable worth" the state would have to (1) formalize the concept of comparable worth in statute, (2) convert its classification system to a quantitative methodology, and (3) rescind legislation tying wage levels to private market values.

WASHINGTON: (36,000 Employees, 3,000 Classes, Unionized)

PRESENT SYSTEM: Position classification methodology relying on market values to establish wage rates for benchmark positions.

LEGISLATION: Pending legislation would mandate implementation of a quantitative job evaluation system and salaries would be adjusted for 24,600 employees to establish comparable worth. A 1983 comparable worth implementation law mandates elimination of pay disparities identified through post comparable worth studies by 1994.

COMMENTS: Gubernatorial study in 1974 showed at least 70% of female employees affected as compared to males in comparable positions. The state's failure to take action to correct these inequities resulted in a lawsuit in which the U.S. District Court found the state guilty of discrimination. This decision has been appealed to the Ninth Circuit Court where a decision is yet to be reached.

WEST VIRGINIA: (21,000 Classified Employees, 800 Job Classes)

PRESENT SYSTEM: West Virginia uses a position classification system. Although employees belong to unions, West Virginia doesn't recognize them and there is no collective bargaining.

STUDY ACTIVITY: West Virginia will develop a point factor job evaluation system. Consultants will train in-house personnel. A two-year study will identify male and female dominant classes, identify problems, review all classifications, and do internal comparisons. The study will not consider market factors. The report to the legislature is due February 1985.

LEGISLATION: Resolution was passed in 1984 Session setting up task force and establishing policy that the state achieve comparable worth.

WISCONSIN: (42,000 Classified Employees, 1,700 Job Classes, Unionized)

PRESENT SYSTEM: Wisconsin uses a whole job (position) classification system. Collective bargaining does not cover assignment of job to classes and pay grades, although salary increases are bargained. The external market is considered in salaries and grades.

STUDY ACTIVITY: 1984 Executive Order established comparable worth task force to study issue. Study will identify compensable factors, methods of measurement, then do a regression analysis using factors to assess current compensation, factors being compensated, and sex-bias in system.

LEGISLATION: None.

COMMENTS: AFSCME filed a suit in 1979 based on legislative intent to adopt comparable worth.

WYOMING: (6,000 Classified Employees, 1,500 Job Classes, Not Unionized)

PRESENT SYSTEM: Wyoming has had a position classification system since 1977. Internal alignment is checked by comparing jobs with each other. External salary surveys are conducted annually and state pays within top half of survey salary averages. Pay plan has 85 salary ranges of 10 steps each.

LEGISLATION: A comparable worth study was included in legislation passed in 1985.





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